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JANUARY 1941

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Entrance Rates of Common Laborers • Prices and the War • Occupations and Salaries In Federal Employment • Wages and Hours in the Jewelry Industry

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MONTHLY LABOR REVIEW

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS

***** + HUGH S. HANNA, EDITOR + *****

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MONTHLY LABOR REVIEW

FOR JANUARY 1941

ENTRANCE WAGE RATES OF COMMON LABORERS, JULY 1940 ¹

THE average hourly entrance rate of pay of adult male common laborers in 20 industries in the United States was 50.6 cents in July 1940. This average was obtained from the data gathered by the Bureau of Labor Statistics in its fifteenth annual survey of the hiring rates for common labor. The study covered 202,929 common laborers working at entrance rates in 6,571 establishments. Of these establishments, 4,736 were in the 16 manufacturing industries surveyed, 731 were in 3 public-utility services, and 1,104 were in the building-construction industry.

As in 1939, the effect of the Fair Labor Standards Act is again reflected in the distribution of the hourly entrance rates. One-seventh of all workers covered by this survey were reported as receiving exactly 30 cents an hour in July 1940, while less than 1 percent were reported as receiving lower rates. On October 24, 1939, a minimum wage of 30 cents an hour became effective for all employees engaged in interstate commerce, as defined by the Fair Labor Standards Act. This minimum wage represented an increase of 5 cents an hour over the 25-cent minimum rate in effect under the act during the previous year. Of the number of workers (12.6 percent) receiving less than 30 cents an hour in July 1939, three-fourths were previously reported as receiving an hourly rate of exactly 25 cents, the minimum prevailing at that time.² Information supplied for the present study indicates that only 1 out of every 100 common laborers had an entrance rate of less than 30 cents an hour in 1940, but that 1 out of every 7 had an entrance rate of exactly 30 cents.

Scope and Method of Study

As in the Bureau's previous surveys of entrance rates, this study was conducted by the mail-questionnaire method. The questionnaire defined the term "common laborer" as meaning one "who performs

¹ Prepared by Willis C. Quant and Edward K. Frazier of the Bureau's Division of Wage and Hour Statistics.

² See Serial No. R. 1048: Entrance Rates of Common Laborers, July 1939.

physical or manual labor of a general character and simple nature, requiring no special training, judgment, or skill." The definition excluded machine operators or other workers performing specific duties which are designated by distinct occupational titles, even though they may be paid the same rate as common laborers. Neither apprentices nor learners fall within the scope of "common laborer" as thus defined. The earnings of women have been omitted from the study because very few of them perform common labor in the industries surveyed.

The "entrance rate of pay" was defined as being the lowest rate paid to common laborers when newly hired. Previous studies revealed a practice in some plants of varying the rate paid, on the basis of the nature of the job and its surrounding environments, such as elements of danger, obnoxious odors, and heavy burdens involved, and therefore the questionnaire specified that each of these starting rates should be reported.³

In furnishing the information called for in the questionnaire it is quite possible that not all of the employers placed the same interpretation on the term "common laborer." Hence the figures in this report may cover some unskilled workers other than common laborers.

This study is comparable with similar studies made during the preceding four years in that the same industries were covered, the data were obtained as of July 1, and reports were received from each of the 48 States and the District of Columbia. The present survey continues to distinguish three racial groups among the common laborers, namely white (other than Mexican), Negro, and Mexican.

In the present study, as in the one for July 1939, it is believed that almost all of the establishments were engaged in interstate commerce. Thus, the data reported for common laborers receiving entrance rates of less than 30 cents an hour, the present legal minimum provided by the Fair Labor Standards Act for workers engaged in interstate commerce, do not reflect the rates paid in intrastate establishments.

In the 1940 study, reports were received for a larger number of establishments than in 1939. The 1939 reports were received from 6,448 establishments employing 192,648 common laborers working at entrance rates, while the 1940 reports were received from 6,571 establishments employing 202,929 workers of this kind. The additional reports in 1940 were largely from manufacturing establishments, which averaged approximately 3 times as many common laborers at entrance rates as the average number reported by all the establishments covered in 1939 (84 as compared with 30 per establishment). Nevertheless, the average number of common laborers per

³ The questionnaire called for the number of common laborers at each entrance rate. These employment figures were used as weights in computing average hourly rates and in compiling wage distributions shown in this report.

establishment for all those which reported was almost the same in 1940 as in 1939.

The establishments which reported in both 1940 and 1939 had lower average rates in 1939 than did all those which reported in that year, as will be shown subsequently. However, the establishments which reported in both years had a higher average in 1940 than did all the establishments which reported in the latter year. The volume of employment of common laborers in establishments which reported in both years increased by 2.4 percent from 1939 to 1940. Those which reported in 1938 and also in 1939 had shown an average increase of 10.4 percent in the employment of common laborers between these two earlier years.

Entrance Rates for the Country as a Whole

In July 1940, the hourly entrance rates paid to adult male common laborers in the 20 industries covered in this study, while averaging 50.6 cents, ranged from less than 25 cents to more than \$1.10. This wide distribution suggests that the entrance wage rate for adult male common laborers (as is true also of the rates for other workers) is affected by such factors as geographical location, size of community, race of worker, hazards of the job, and type of industry.

Study of the data in table 1 shows that relatively few common laborers are paid less than 30 cents or more than 67½ cents an hour. More than nine-tenths (92.6 percent) of all the common laborers surveyed in 1940 had rates which fell within this 37½-cent range. In 1939, 80.6 percent of the common laborers surveyed received rates falling within this range. The heaviest concentrations appear at 30 cents and at various rates between 40 and 67½ cents. The largest massing within any 5-cent range is between 62.5 and 67.5 cents. The common laborers in the iron and steel industry in the Great Lakes and Pittsburgh areas, who received an entrance rate of 62.5 cents an hour, formed a large portion of the 19.6 percent found in this group. The second largest concentration is between 30 and 35 cents and of these common laborers the overwhelming number were reported to earn exactly 30 cents; in fact, one-seventh (14.7 percent) of all the common laborers reported were earning the minimum of 30 cents an hour established by the Fair Labor Standards Act.

The outstanding change in the entrance rates reported during the past two years has been the raising of rates which were formerly below 30 cents an hour to a rate of exactly 30 cents. This change reflects the results of the Fair Labor Standards Act. It may also reflect a reluctance to report rates which appear to be in violation of the 30-cent minimum under that act. In July 1938, prior to the application of this national minimum, 8 percent of all common laborers

received less than 30 cents an hour and 3.3 percent received less than 25 cents. In July 1939, following the inauguration of the 25-cent minimum, 12.6 percent of the common laborers still received less than 30 cents an hour but rates of less than 25 cents had virtually disappeared from the reports and 9.6 percent were reported to be receiving exactly 25 cents. In the present survey, as of July 1940, fewer than 1 percent of the common laborers were reported at rates of less than 30 cents and 14.7 percent were reported at the statutory minimum of exactly 30 cents. The fact that rates of 30 cents or less were paid to 15.6 percent of the common laborers in 1940, as compared with 15.3 percent in 1939, indicates that the chief movement was from rates of less than 30 cents to the rate of exactly 30 cents.

As in 1939, only about 5 percent of the common laborers were paid entrance rates of between 30 and 40 cents an hour and most of these workers were to be found at the 35-cent rate. In the range from 40 cents to 62½ cents, which includes the rates paid to more than half the common laborers, the principal rates were to be found at each of the multiples of 5 cents, the 50-cent rate being the most important. The range from 62½ to 67½ cents included heavy concentrations at both 62½ and 65 cents an hour.

TABLE 1.—*Distribution of Adult Male Common Laborers, by Hourly Entrance Rates in 20 Industries, July 1940*

Hourly entrance rate	Number of laborers at entrance rates	Simple per-cent	Cumulative percent
All rates.....	202,929	100.0	-----
Under 25.0 cents.....	617	.3	0.3
25.0 and under 30.0 cents.....	1,167	.6	.9
Exactly 30.0 cents.....	29,757	14.7	15.6
Over 30.0 and under 32.5 cents.....	575	.3	15.9
32.5 and under 35.0 cents.....	1,260	.6	16.5
35.0 and under 37.5 cents.....	5,853	2.9	19.4
37.5 and under 40.0 cents.....	2,727	1.3	20.7
40.0 and under 42.5 cents.....	19,562	9.6	30.3
42.5 and under 47.5 cents.....	18,202	9.0	39.3
47.5 and under 52.5 cents.....	25,932	12.8	52.1
52.5 and under 57.5 cents.....	22,781	11.2	63.3
57.5 and under 62.5 cents.....	21,517	10.6	73.9
62.5 and under 67.5 cents.....	39,776	19.6	93.5
67.5 and under 72.5 cents.....	4,640	2.3	95.8
72.5 and under 77.5 cents.....	3,114	1.5	97.3
77.5 and under 82.5 cents.....	2,664	1.3	98.6
82.5 and under 90.0 cents.....	1,527	.8	99.4
90.0 and under 100.0 cents.....	886	.4	99.8
100.0 and under 110.0 cents.....	235	.1	99.9
110.0 cents and over.....	137	.1	-----

State and Regional Variations

Geographical differences in average hourly entrance rates are shown in table 2, which presents the data by States and by two broad regions, one composed of the Northern and Western States, and the other of the Southern and Southwestern States.

The State averages for the country as a whole ranged from a low of 30.7 cents an hour in North Carolina to a high of 65.1 cents in the District of Columbia. The average of 65.1 cents for the District of Columbia is largely the result of the predominance of building construction in that area. Over 70 percent of the common laborers reported from the District were in the building-construction industry where they earned an average of more than 72 cents an hour. The remaining laborers in the District averaged 45 cents an hour. The District of Columbia thus presents an extreme case of the effect that the type of industry may have on the average rate in any one area. Following the District of Columbia is the State of Washington, with an average starting rate for common labor of 63 cents an hour.

For the purpose of making a regional analysis of the data, the 33 States lying west and north of Arizona and north of New Mexico, Oklahoma, Arkansas, Kentucky and Virginia, together with the District of Columbia, have been grouped into a "North and West" region, while the remaining 15 States comprise the "South and Southwest" area. In general, the higher average rates will be found in the North and West region, but no single boundary line can furnish a clear-cut division between States having relatively high or low averages. Although the average hourly rate paid in the Northern and Western States as a whole was 56.0 cents and that for the Southern and Southwestern States in their entirety was but 35.5 cents, the Southern State of Kentucky showed a higher average than did North Dakota. Furthermore, the average for the southwestern State of Oklahoma was above that for Kansas, Maine, North Dakota, or Vermont. Some of the other differences among the State averages within the two regional groups were also quite pronounced. The six New England States present a good example of differences within a definite area. Vermont, Maine, and New Hampshire, the three northern States of this group, had the lower averages, ranging from 43.8 to 49.9 cents, while the three southern New England States of Rhode Island, Massachusetts, and Connecticut had higher averages in the narrow range from 53.2 to 54.4 cents an hour.

Moving south and westward into the Mid-Atlantic and the North Central States one finds a narrower range of entrance rates than in New England, i. e., among the States of New York, New Jersey, Pennsylvania, West Virginia, Ohio, Michigan, Indiana, Illinois, Wisconsin, Minnesota, Iowa, and Missouri. New York had the lowest average in this area, 53.2 cents an hour, while Illinois had the highest average, 58.5 cents. Iowa and Wisconsin with New York comprised the States with the lower averages, while Illinois, Ohio, and Indiana had the higher averages in the Mid-Atlantic and North Central area.

The agricultural States of South Dakota, Nebraska, and Kansas, although paying less than their eastern neighbor States, showed only a

3-cent difference between the top and bottom averages. Kansas was relatively low, with an average of 46.7 cents an hour, and Nebraska was high with 49.7 cents an hour. In the Mountain States of Utah, Colorado, Montana, Idaho, Wyoming, and Nevada, average entrance rates for common laborers ranged from 48.6 cents in Utah to 60 cents in Nevada. The Pacific Coast States as a whole paid the highest average rates in the country for common labor, the State averages being 63 cents in Washington, 60.2 cents in Oregon, and 58.9 cents in California.

Exclusive of the comparatively low averages in the northern tier of the New England States, Delaware with 48.5 cents was the lowest on the northern Atlantic coast. It was closely followed by Maryland, with an average of 49 cents. Among all of the Northern and Northwestern States, North Dakota had the lowest average, 42.3 cents an hour.

Turning to the Southern and Southwestern States, it can also be seen that certain fairly localized areas do not present the same general average rate per hour. Thus, the averages for the Gulf States of Louisiana, Mississippi, Alabama, and Florida ranged from 32.2 cents in the last-named State to 39.2 cents in Alabama. In the Southwest, Oklahoma's 48.2-cent average was the highest, while that of 32.2 cents in Arkansas was the lowest. The States of Kentucky and Virginia had hourly entrance rates for common laborers which averaged 43.7 and 35.7 cents, respectively. On the southern Atlantic coast are found the lowest averages in the country, ranging from the extreme low of 30.7 cents in North Carolina to 31.7 cents in Georgia.

Comparisons between 1939 and 1940 on the basis of all reports received in both years are influenced by changes in the distribution of industries using common labor at entrance rates and by changes in the firms that reported in each year. However, it is evident that the apparent increase of 1.8 cents an hour in the South and Southwest region reflects a much greater rise than occurred in the country as a whole.

In studying these State comparisons and especially in making similar comparisons with earlier years, it should be remembered that fluctuations in the coverage may greatly affect State averages from one period to another. This is especially true in those States where the reporting samples are relatively small, and where the addition or omission of one or more important establishments may effect a radical change in the average.⁴

⁴ Changes in coverage may account for the movements between 1939 and 1940 in the cases of Oklahoma, Georgia, and Kentucky. The Oklahoma average for 1940 was 6.5 cents higher than it was in 1939. Closer inspection of the data reveals that the 1939 coverage in Oklahoma consisted of 84 establishments employing 1,724 common laborers at entrance rates as compared with 72 establishments employing 1,247 such workers in 1940. In the case of Georgia, where the apparent average rose by 5.5 cents, the 1939 data covered 92 establishments and 1,995 common laborers at entrance rates, while in 1940, reports from this State covered 113 establishments and 4,213 common laborers at entrance rates. Kentucky shows a decline of 2.6 cents an

The broad contrast between the entrance rates paid in the North and West and those paid in the South and Southwest is shown in further detail in table 3. In the North and West the 30-cent minimum of the Fair Labor Standards Act had little effect; fewer than 1 percent of the common laborers in that region had earned 30 cents or less per hour in 1939 and only 1.2 percent were reported at the 30-cent rate in 1940. In the South and Southwest nearly half of all the common laborers were moved up to the 30-cent rate during the year 1939-40. In the former year, one-third of the common laborers in the South and Southwest had earned exactly 25 cents an hour and 54.8 percent had earned 30 cents or less; by July 1940, 55.3 percent still earned 30 cents or less but 52.2 percent were reported as earning exactly 30 cents. The heavy concentrations of rates in the North and West were in the range from 47½ cents to 67½ cents an hour, while in the South and Southwest the largest massing, apart from that at 30 cents, was in the range from 40 cents to 47½ cents.

TABLE 2.—Average Hourly Entrance Rates of Adult Male Common Laborers in 20 Industries, by State and Region, July 1940

Region and State	Estab- lish- ments	Labor- ers at entrance rates	Average hourly entrance rate	Region and State	Estab- lish- ments	Labor- ers at entrance rates	Average hourly entrance rate
United States.....	6, 571	202, 929	\$0. 506	North and West—Con.			
North and West	5, 215	149, 275	. 560	Oregon.....	139	4, 636	\$0. 602
California.....	377	9, 387	. 589	Pennsylvania.....	548	21, 735	. 556
Colorado.....	65	1, 173	. 557	Rhode Island.....	39	395	. 532
Connecticut.....	123	2, 000	. 544	South Dakota.....	16	427	. 487
Delaware.....	41	711	. 485	Utah.....	33	756	. 486
District of Colum- bia.....	63	1, 911	. 651	Vermont.....	25	389	. 438
Idaho.....	24	879	. 577	Washington.....	199	6, 351	. 630
Illinois.....	366	12, 873	. 585	West Virginia.....	88	4, 612	. 549
Indiana.....	247	11, 653	. 570	Wisconsin.....	225	5, 002	. 537
Iowa.....	100	3, 208	. 539	Wyoming.....	11	87	(¹)
Kansas.....	105	1, 586	. 467	South and Southwest	1, 356	53, 654	. 355
Maine.....	78	2, 529	. 469	Alabama.....	104	4, 818	. 392
Maryland.....	109	4, 183	. 490	Arizona.....	26	650	. 398
Massachusetts.....	244	3, 545	. 533	Arkansas.....	68	4, 440	. 322
Michigan.....	316	8, 010	. 566	Florida.....	90	5, 327	. 322
Minnesota.....	122	4, 201	. 557	Georgia.....	113	4, 213	. 317
Missouri.....	163	3, 544	. 552	Kentucky.....	75	1, 421	. 437
Montana.....	31	711	. 590	Louisiana.....	107	7, 651	. 360
Nebraska.....	42	976	. 497	Mississippi.....	31	2, 513	. 356
Nevada.....	7	164	. 600	New Mexico.....	14	326	. 360
New Hampshire.....	46	1, 029	. 499	North Carolina.....	104	3, 309	. 307
New Jersey.....	229	5, 518	. 554	Oklahoma.....	72	1, 247	. 482
New York.....	363	9, 581	. 532	South Carolina.....	55	2, 624	. 316
North Dakota.....	15	171	. 423	Tennessee.....	107	3, 638	. 337
Ohio.....	616	15, 342	. 575	Texas.....	237	7, 698	. 390
				Virginia.....	153	3, 779	. 357

¹ Because of the small coverage, no average is presented.

Racial Differences in Wage Rates

The 202,929 common laborers at entrance rates, covered by the 1940 survey in the country as a whole, consisted of 151,866 whites other than Mexicans, 47,651 Negroes, and 3,412 Mexicans (table 3).

hour in the average hourly entrance rate between 1939 and 1940. The 1940 coverage of 75 establishments and 1,421 common laborers at entrance rates was 6 establishments and 360 such workers less than reported in 1939.

These figures represent an increase of 5,063 whites other than Mexicans and 5,646 Negroes, over those covered by the 1939 survey. In the case of Mexicans, the number covered in 1940 was 428 less than in 1939.

The common laborers working at entrance rates in the Northern and Western States were predominantly whites other than Mexicans. These whites constituted 88.5 percent of the total coverage in the North and West, while Negroes represented 10.1 percent, and Mexicans only 1.4 percent. The average entrance rates of 57.4 cents paid to Negroes and the 56.1 cents paid to Mexicans were slightly higher than the average rate of 55.9 cents paid to whites other than Mexicans. This was due to considerable concentration of the Negroes and Mexicans in the iron and steel industry, where their average hourly entrance rates amounted to 59.3 and 61.3 cents an hour, respectively.

Wage distributions for the Northern and Western States indicate that the earnings of common laborers of each of the three racial groups were heavily concentrated in the range from 47.5 to 67.5 cents an hour. Whereas the entrance rates for whites other than Mexicans, and for Negroes, extended to over \$1.10, very few Mexicans received more than 72½ cents and none received as much as 90 cents per hour.

The greatest relative number of each racial group in the South and Southwest received the single entrance rate of exactly 30 cents an hour. This was largely a result of the new 30-cent minimum of the Fair Labor Standards Act. In the case of Negroes this effect was especially striking. As a result of raising rates formerly below 30 cents, which had applied to half the Negroes in the industries surveyed, nearly 61 percent of all the Negroes had the single entrance rate of exactly 30 cents. Nearly 22 percent of the Negroes had rates in the range from 40 up to 47.5 cents an hour.

Nearly 40 percent of the whites other than Mexicans in the South and Southwest were reported as receiving the entrance rate of 30 cents. However, these southern whites were also found in relatively large numbers at entrance rates of 35 and under 37½ cents and from 40 up to 47½ cents. Employment of white laborers in the higher paid industries such as paper and pulp, iron and steel, and foundry and machine shops was largely responsible for these higher entrance rates. The highest entrance rates in the South and Southwest amounted to approximately 77.5 cents for whites other than Mexicans and to 67.5 cents for Negroes and Mexicans. Apart from 26 percent of the Mexicans who were reported at the 30-cent rate, the largest concentration of this group was in the range from 40 up to 42.5 cents where 24 percent were found.

TABLE 3.—Percentage Distribution of Adult Male Common Laborers by Hourly Entrance Rates in 20 Industries, by Race and Region, July 1940

Hourly entrance rate	North and West				South and Southwest			
	All	White other than Mexican	Negro	Mexican	All	White other than Mexican	Negro	Mexican
Under 25.0 cents.....	(¹)	(¹)	-----	-----	1.1	0.5	1.3	6.5
25.0 and under 30.0 cents.....	0.1	0.1	0.1	0.3	2.0	.7	2.6	6.1
Exactly 30.0 cents.....	1.2	1.2	1.0	.1	52.2	39.9	60.9	26.4
Over 30.0 and under 32.5 cents.....	.1	.1	.1	.2	.8	.7	.8	1.5
32.5 and under 35.0 cents.....	.2	.2	.2	.1	1.8	1.3	1.7	9.6
35.0 and under 37.5 cents.....	1.2	1.2	1.0	1.8	7.7	11.2	5.5	7.9
37.5 and under 40.0 cents.....	1.1	1.2	.3	2.6	2.1	2.6	1.7	2.1
40.0 and under 42.5 cents.....	8.5	8.7	7.6	3.4	12.7	14.4	11.3	24.4
42.5 and under 47.5 cents.....	8.0	7.9	9.2	6.2	11.7	13.0	11.1	7.1
47.5 and under 52.5 cents.....	15.9	15.9	14.6	19.8	4.2	7.1	2.4	5.4
52.5 and under 57.5 cents.....	14.8	14.3	19.5	10.2	1.3	2.3	.6	2.5
57.5 and under 62.5 cents.....	14.3	14.7	10.6	17.5	.3	.8	(¹)	-----
62.5 and under 67.5 cents.....	26.1	26.9	19.5	31.6	1.1	2.8	.1	.5
67.5 and under 72.5 cents.....	2.9	2.7	4.5	4.4	.5	1.3	-----	-----
72.5 and under 77.5 cents.....	1.9	1.9	1.7	1.2	.5	1.4	-----	-----
77.5 and under 82.5 cents.....	1.8	1.1	8.3	.6	-----	-----	-----	-----
82.5 and under 90.0 cents.....	1.0	1.0	1.0	(¹)	-----	-----	-----	-----
90.0 and under 100.0 cents.....	.6	.6	.7	-----	-----	-----	-----	-----
100.0 and under 110.0 cents.....	.2	.2	.1	-----	-----	-----	-----	-----
110.0 cents and over.....	.1	.1	(¹)	-----	-----	-----	-----	-----
All rates.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of common laborers at entrance rate.....	149,275	132,145	15,020	2,110	53,654	19,721	32,631	1,302
Average hourly entrance rate.....	\$0.560	\$0.559	\$0.574	\$0.561	\$0.355	\$0.386	\$0.336	\$0.353

¹ Less than a tenth of 1 percent.*Entrance Rate Averages by Race, Region, and Industry*

The data in table 4 supplement the information previously given, by presenting the average entrance rates received by whites other than Mexicans, by Negroes, and by Mexicans in each of the industries surveyed as well as in the two regions which have been distinguished.

No one race had a consistently superior or inferior position in the northern and western regions. For example, the whites other than Mexicans received the lowest average entrance rate in northern manufacturing industries taken as a whole (55.2 cents), while the much smaller number of Mexicans received the highest average (57.6 cents). This relationship, however, did not prevail throughout the list of individual industries. In 9 of the 14 manufacturing industries for which figures are shown Negroes were paid the lowest average rate, while in 3 industries (automobile parts, paints and varnishes, and petroleum refining) they were paid the highest average rates, 60.9, 54.1, and 68.6 cents, respectively.⁵ The Mexican group had a superior average entrance rate in the case of 7 of the 8 manufacturing industries which reported significant numbers of Mexicans, but the

⁵ Except for the insignificant number of Mexicans reported by the paints and varnishes and petroleum-refining industries.

chemical industry paid its highest average rate of 62.1 cents to the whites other than Mexicans. Moreover, the public-utility and building-construction groups paid the highest average entrance rates to these whites (51.2 cents and 68.4 cents, respectively).

In the South and Southwest as a whole, where the general level of wage rates is lower than in the North, the whites other than Mexicans had a fairly consistent advantage over the other two racial groups on entrance into the manufacturing industries. For the manufacturing group taken as a whole, the average entrance rate was 38.6 cents for whites other than Mexicans and their rates were the highest in 8 of the 12 individual industries for which comparison is possible. However, the Mexicans had a higher average in the public-utility group (40.7 cents) and virtually the same average as the other whites in building construction (38.4 cents). Negroes and Mexicans were paid almost identical average rates on entrance into the manufacturing industries as a whole (Negroes 33.5 cents, Mexicans 33.4 cents), but Negroes received lower rates than Mexicans in the public utilities and in building construction.

TABLE 4.—Average Hourly Entrance Rates of Adult Male Common Laborers, by Industry, Region, and Race, July 1940

Industry	North and West			South and Southwest		
	White other than Mexican	Negro	Mexican	White other than Mexican	Negro	Mexican
Manufacturing.....	\$0. 552	\$0. 555	\$0. 576	\$0. 386	\$0. 335	\$0. 334
Automobile parts.....	. 556	. 609	(1)			
Brick, tile, and terra cotta.....	. 483	. 477	. 504	. 333	. 293	. 265
Cement.....	. 568	. 536	. 613	. 444	. 423	. 454
Chemicals.....	. 621	. 602	. 605	. 413	. 359	(1)
Fertilizer.....	. 482	. 485	. 543	. 303	. 315	(1)
Foundry and machine-shop products.....	. 509	. 508	. 515	. 367	. 326	. 302
Glass.....	. 538	. 499	(1)	. 482	. 355	(1)
Iron and steel.....	. 604	. 593	. 613	. 447	. 433	(1)
Leather.....	. 528	. 473	(1)	. 414	. 393	
Lumber (sawmills).....	. 539	. 513	. 552	. 302	. 300	. 321
Meat packing.....	. 580	. 593	. 601	. 410	. 398	. 432
Paints and varnishes.....	. 531	. 541	(1)	. 357	(1)	(1)
Paper and pulp.....	. 514	. 503	(1)	. 419	. 388	
Petroleum refining.....	. 671	. 686	(1)	. 623	. 470	(1)
Rubber tires and inner tubes.....	(2)	(2)				
Soap.....	(3)	(3)	(1)		(1)	
Public utilities.....	. 512	. 483	. 420	. 387	. 318	. 407
Electric light and power.....	. 493	. 479	(1)	. 402	. 339	. 406
Electric street-railway and city motorbus operation and maintenance.....	. 532	. 486	. 401	. 347	. 303	(1)
Manufactured and natural gas.....	. 515	. 488	(1)	. 379	. 311	(1)
Building construction.....	. 684	. 671	. 635	. 386	. 363	. 384

¹ Because of small coverage, no averages are given.

² See footnote 6, p. 12.

³ Regional figures are omitted, in order not to disclose plant identity.

The racial differences in wage rates just discussed are based on averages drawn from broad regions. They do not reflect race differentials in individual plants, nor do they necessarily indicate any

uniform differences in rates throughout a region. For example, the relatively high average for Negroes in northern automobile-parts plants results from the fact that most of the Negroes in the industry were employed in the relatively high-wage State of Ohio. A larger number of whites were employed in States where automobile-parts plants paid lower entrance rates, as well as in Ohio and Michigan. As a result, the Negro average for the North and West was higher than the average for whites, even though whites earned as much or more than Negroes in every constituent State in this region. Finally, these entrance rates must not be confused with the general average rates paid to all workers. In several industries in which Mexicans had higher entrance rates than other whites, the entrance rate may apply to the majority of all the Mexican workers but to only a small fraction of the other white workers.

Entrance-Rate Differences Between Industries

The industrial data presented in table 5 reveals that, for the country as a whole, common laborers in the petroleum-refining industry had the highest average hourly entrance rate of any of the 16 manufacturing industries covered in the survey. The average for petroleum refining was 63.6 cents an hour, which is 4.7 cents greater than the next highest manufacturing average of 58.9 cents for common laborers in the iron and steel industry. The lowest average, 36.8 cents an hour, prevailed in the fertilizer industry. The average for the 16 manufacturing industries combined was 49.8 cents an hour. Common laborers in the public-utility group received an average of 47.7 cents an hour, which was lower than the averages for manufacturing or for building construction. Of the utility group, operation and maintenance laborers of street-railway and city motorbus lines were paid the highest average entrance wage, 49.1 cents an hour. Laborers in the electric light and power industry averaged 46.6 cents an hour, or 1 cent less than that paid in the manufactured and natural gas industry. The building-construction industry average of 60.1 cents an hour was higher than that for either manufacturing or public utilities. Common laborers in the petroleum-refining industry were the only ones who fared better than those in building construction.

Marked differences are revealed between the two major regions, not only for all industries combined but also for each of the three major industrial groups. In each group the northern and western region, with its larger urban areas, showed substantially higher average entrance rates. The general average in the North and West was 20.5 cents an hour above that which prevailed in the South and Southwest. A difference of exactly 20 cents existed in the manufacturing group, while the utilities showed a difference of 15.5 cents.

In the building-construction industry the greatest variance appeared, as the average for the South and Southwest was 30.9 cents below that in the North and West.

Variations in averages between individual industries by region were also quite pronounced, ranging in the manufacturing group from 9.4 cents for glass to 24.1 cents for chemicals. Among the utilities, the smallest difference (11.4 cents) appeared in the electric light and power industry, while the greatest (20.4 cents) was found in the operation and maintenance of electric street-railway and city motorbus lines.

Within the northern and western region the average hourly entrance rate for common laborers in all industries combined amounted to 56.0 cents. The petroleum-refining industry, with an average of 67.4 cents per hour for common laborers, led in the manufacturing group. The chemical industry, with an average of 61.9 cents, and the iron and steel industry, with an average of 60.3 cents, occupied second and third positions from the top.

The averages of 48.3 cents an hour in the brick, tile, and terra cotta industry and the 48.6 cents in the fertilizer industry, were the lowest in the manufacturing group. Such industries as foundry and machine-shop products, glass, leather, lumber, paints and varnishes, and paper and pulp had average entrance rates for common laborers of from 50 to 55 cents an hour.⁶ The automobile-parts, cement, and meat-packing industries paid average entrance rates of between 55 and 60 cents an hour to newly hired common laborers. The average entrance wage for common laborers for the manufacturing industries as a whole in the northern and western region was 55.3 cents an hour. The public-utility services paid common laborers an average entrance rate of 50.8 cents an hour in the North and West. This public-utility average was made up of average hourly compensations of 52.1 cents for common laborers in electric street-railway and city motorbus operations, 51.4 cents in manufactured and natural gas establishments, and 49.2 cents in the electric light and power industry. The average entrance wage of 68.1 cents an hour for common laborers in building construction was the highest for any one of the 20 industries.

In the South and Southwest the entrance rates of common laborers averaged 35.5 cents an hour. The manufacturing and the utilities groups, taken as a whole, each paid the same average, 35.3 cents an hour. The average for the building-construction industry amounted to 37.2 cents.

⁶ Twenty-one establishments in the rubber tire and tube industry, having a total employment of about 18,500 workers of all skills, reported 396 common laborers at entrance rates. These laborers had an average entrance rate of 51.7 cents per hour. It is believed that this average does not reflect the true average rate for the industry generally, as 14 plants employing about 27,000 reported no common laborers at entrance rates. Of these plants, 7 with a total employment of about 21,000 had entrance rates for common laborers well above the 51.7-cent average, the range of such rates being from 55 to 75 cents an hour.

TABLE 5.—Average Hourly Entrance Rates of Adult Male Common Laborers, by Industry and Region, July 1940

Industry	Average hourly earnings of all wage earners ¹	Common laborers								
		Establishments reporting			Number of laborers at entrance rates			Average hourly entrance rate		
		Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west
All 20 industries.....	(²)	6, 571	5, 215	1, 356	202, 929	149, 275	53, 654	\$0. 506	\$0. 500	\$0. 355
Manufacturing.....	(²)	4, 736	3, 859	877	167, 204	121, 789	45, 415	. 498	. 553	. 353
Automobile parts.....	(²)	87	87	—	2, 270	2, 270	—	. 561	. 561	—
Brick, tile, terra cotta.....	\$0. 553	378	318	60	9, 888	7, 904	1, 984	. 446	. 483	. 209
Cement.....	. 715	131	101	30	4, 162	2, 937	1, 225	. 528	. 568	. 432
Chemicals.....	. 808	151	128	23	5, 198	3, 980	1, 218	. 563	. 619	. 378
Fertilizer.....	. 449	318	130	188	5, 412	1, 708	3, 704	. 368	. 486	. 314
Foundry and machine-shop products.....	. 730	1, 329	1, 175	154	19, 325	17, 038	2, 287	. 490	. 509	. 344
Glass.....	. 742	127	114	13	6, 928	6, 330	598	. 528	. 536	. 442
Iron and steel.....	. 849	251	235	16	31, 501	28, 882	2, 619	. 589	. 603	. 435
Leather.....	. 646	144	128	16	3, 151	2, 740	411	. 509	. 524	. 411
Lumber (sawmills).....	. 496	531	321	210	34, 423	14, 364	20, 059	. 400	. 539	. 301
Meat packing.....	. 689	240	206	34	12, 497	11, 221	1, 276	. 564	. 582	. 409
Paints and varnishes.....	. 721	325	291	34	2, 087	1, 884	203	. 515	. 533	. 352
Paper and pulp.....	. 649	489	441	48	24, 247	16, 351	7, 896	. 478	. 514	. 403
Petroleum refining.....	. 986	149	100	49	4, 935	3, 005	1, 930	. 636	. 674	. 579
Rubber tires and inner tubes.....	. 971	21	21	—	396	396	—	(³)	(³)	—
Soap.....	. 712	65	(⁴)	(⁴)	784	(⁴)	(⁴)	. 533	(⁴)	(⁴)
Public utilities.....	(⁴)	731	559	172	17, 318	13, 807	3, 511	. 477	. 506	. 353
Electric light and power.....	. 891	326	241	85	6, 741	5, 182	1, 559	. 466	. 492	. 378
Electric street-railway and city motorbus operation and maintenance.....	. 725	201	156	45	5, 536	4, 710	826	. 491	. 521	. 317
Manufactured and natural gas.....	(²)	204	162	42	5, 041	3, 915	1, 126	. 476	. 514	. 344
Building construction.....	. 947	1, 104	797	307	18, 407	13, 679	4, 728	. 601	. 681	. 372

¹ These are United States totals, based on monthly reports on employment and pay rolls collected by the Bureau.

² Not available.

³ Regional figures are omitted in order not to disclose plant identity.

⁴ See footnote 6, p. 12.

Of the manufacturing group in the South and Southwest, the brick, tile, and terra cotta industry had the lowest average, 29.9 cents an hour. This average, it will be noted, is slightly below the 30-cent wage minimum specified by the Fair Labor Standards Act as applicable to workers engaged in interstate commerce. The explanation appears to be that many of the plants in this industry are engaged solely in intrastate business. Other industries in the South and Southwest that had average hourly entrance rates for common laborers of almost exactly 30 cents were lumber (30.1 cents) and fertilizer manufacturing (31.4 cents). Petroleum refining led in the manufacturing group in the South, as elsewhere, with an average of 57.9 cents an hour. This average was 13.7 cents above the second highest of 44.2 cents, paid in the glass industry. Other industries with entrance rates for common laborers averaging better than 40 cents an hour were cement, 43.2 cents; iron and steel, 43.5 cents;

leather, 41.1 cents; meat packing, 40.9 cents; and paper and pulp, 40.3 cents. In the chemical, and paint and varnish industries entrance rates averaged between 35 and 40 cents. The southern average for foundry and machine-shop products amounted to 34.4 cents.

In the southern utilities field, the average entrance rate of pay for common laborers was highest in the electric light and power industry—37.8 cents per hour—followed by manufactured and natural gas with 34.4 cents. Common laborers engaged in the operation and maintenance of electric street-railways and city motorbusses, largely an intrastate operation, paid an average hourly entrance rate of 31.7 cents.

Entrance Rates Below Certain Minimum Levels, by Industry and Region

At the time of the Bureau's survey, the Fair Labor Standards Act had been in effect for a year and 8 months. The act provided a 25-cent minimum during the first year, which was followed by a 30-cent minimum. The 30-cent minimum was in effect at the time of the survey. Furthermore, industry committees appointed by the Wage and Hour Administrator had recommended some minimum wage rates of more than 30 cents, looking forward to the 40-cent minimum which is the objective of this legislation. These developments serve to increase the interest in the position of individual industries in relation to various possible minimum-wage rates for common labor. Table 6 shows the proportion of all common laborers employed by 19 of the 20 industries surveyed, in each of the two broad regions, who earned less than certain specified rates per hour.

By July 1939, wage rates of less than 30 cents an hour had virtually disappeared in the plants covered by this survey which were engaged in interstate commerce. Eight of the 20 industries surveyed (automobile parts, cement, chemicals, glass, iron and steel, paper and pulp, petroleum refining, and soap manufacturing) reported that no common laborers were employed at rates of less than 30 cents an hour. In 1939 only the petroleum-refining industry made such a report. The remaining industries have at least some establishments which are not engaged in interstate commerce. Of these, the fertilizer and the brick industries had the highest proportion of common laborers receiving less than 30 cents an hour, 9.4 and 3.0 percent, respectively.

Greater differences existed in the proportion of common laborers at entrance rates of less than 40 cents an hour. At one extreme was the lumber industry, with 63.8 percent of its common laborers at entrance rates of less than 40 cents. At the other extreme was the petroleum-refining industry, with fewer than 1 percent of its common laborers earning less than 40 cents an hour.

The sharp contrast in the minimum wage rates paid by various industries in the North and South is illustrated strikingly by table 6. In the chemical industry, for example, entrance rates of less than 40 cents were received by only 0.5 percent of the common laborers in the North and West but by nearly half of all those in the South and Southwest. Only the petroleum-refining industry, among the 20 industries surveyed, paid virtually all of its common laborers 40 cents or more in both regions.

In the North and West, only 6 of the industries surveyed (brick, tile, and terra cotta, fertilizers, leather, meat packing, paints and varnishes, and building construction) had any common laborers receiving an entrance rate of less than 30 cents an hour. Of this group, fertilizers had the greatest relative number, 2.3 percent. In the other industries just mentioned, common laborers having entrance rates of less than 30 cents an hour amounted to a tenth of 1 percent or less, except for leather (1.0 percent). Only in the meat-packing industry were any common laborers reported as receiving under 25 cents an hour in the North and West.

Rates of less than 40 cents an hour in the northern region applied to fewer than 1 percent of the common laborers of 5 industries—chemicals, glass, iron and steel, petroleum refining, and building construction. None of the common laborers reported by northern cement plants received less than 40 cents an hour. Industries with a considerable proportion of common laborers receiving entrance rates of less than 40 cents an hour in the North and West were: Brick, tile, and terra cotta (11.3 percent), fertilizers (13.1 percent), lumber (14.2 percent), leather (8.3 percent), paints and varnishes (8.0 percent), and electric street-railway and city motorbus operation and maintenance (5.8 percent). In the automobile-parts, foundry and machine-shop products, meat packing, paper and pulp, electric light and power, and manufactured and natural gas industries, the number of common laborers with entrance rates of less than 40 cents an hour ranged from 1.0 to 4.3 percent.

In the Southern and Southwestern States, the effect of the Fair Labor Standards Act is clearly reflected by the concentration of large numbers of common laborers at the 30-cent level in many of the individual industries. The lumber industry has the greatest relative number at 30 cents or less, 95.8 percent. Almost all of these southern lumber workers were reported as receiving exactly 30 cents. Other industries with large concentrations at 30 cents or less are: Brick, tile, and terra cotta, 84.4 percent; fertilizers, 70.3 percent; electric street-railway and city motorbus operation and maintenance, 52.5 percent; paints and varnishes, 51.2 percent; foundry and machine-shop products, 51.1 percent; manufactured and natural gas, 45.9 percent; meat packing, 41.0 percent; glass, 34.8 percent; building

construction, 34.2 percent; and electric light and power, 30.8 percent. Among the remaining industries, the relative number of common laborers with entrance rates of 30 cents per hour or less amounted to 19.7 percent for chemicals; 17.2 percent for leather; 8.6 percent for paper; 4.0 percent for cement; 2.9 percent for iron and steel; and 0.6 percent for petroleum refining.

Although 99.4 percent of the common laborers in the southern lumber industry had entrance rates of less than 40 cents an hour, the petroleum industry had the highest concentration in the upper brackets as more than 98 percent of these southern workers received 40 cents or more per hour. Other industries in the South and Southwest with an appreciable number of common laborers at entrance rates of 40 or more cents an hour were chemicals (50.8 percent), iron and steel (88.9 percent), leather (62.6 percent), meat packing (52.8 percent), paper and pulp (59.9 percent), building construction (58.8 percent), and electric light and power (46.6 percent). It will be noted that the meat-packing, building-construction, and electric light and power industries, although having a large concentration of common laborers at entrance rates of 40 cents or more, also had large groupings at 30 cents per hour or less.

The greatest contrasts as between the two regions at any level of wages appear in the cement and lumber industries. In the cement industry, 98 percent of the common laborers in the South and Southwest had entrance rates of less than 52.5 cents an hour whereas in the North and West nearly 81 percent received 52.5 cents or over. In the lumber industry nearly 99 percent in the South and Southwest received less than 37.5 cents, while in the North and West more than 91 percent were paid 37.5 cents per hour or better.

TABLE 6.—Cumulative Percentage Distribution of Adult Male Common Laborers, by Hourly Entrance Rates, Industry, and Region, July 1940

Hourly entrance rate (in cents)	Automobile parts			Brick, tile, and terra cotta			Cement			Chemicals		
	Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west
Under 25.0				1.5		7.5						
Under 30.0				3.0	(1)	14.6						
30.0 and under	1.2	1.2		19.2	2.8	84.4	1.2		4.0	4.8	0.2	19.7
Under 32.5	1.2	1.2		20.4	3.3	88.5	1.2		4.0	7.8	.2	32.6
Under 35.0	1.2	1.2		22.0	4.0	93.4	1.2		4.0	7.9	.3	32.6
Under 37.5	1.5	1.5		25.2	7.7	94.6	2.8		9.6	9.2	.5	37.6
Under 40.0	1.5	1.5		28.4	11.3	96.2	4.1		14.0	11.9	.5	49.2
Under 42.5	10.4	10.4		44.0	30.8	96.3	15.1	1.1	48.6	19.4	3.7	70.5
Under 47.5	17.3	17.3		57.2	47.1	97.1	28.5	2.8	90.1	27.6	5.9	98.4
Under 52.5	43.6	43.6		69.1	61.9	97.4	42.8	19.6	98.4	34.0	13.8	100.0
Under 57.5	46.9	46.9		81.2	76.4	100.0	82.7	75.5	100.0	37.4	18.2	
Under 62.5	75.0	75.0		97.0	96.1		90.3	86.3		52.0	37.3	
Under 67.5	87.3	87.3		98.7	98.3		97.7	96.8		83.1	77.8	
Under 72.5	90.2	90.2		99.9	99.9		98.5	97.9		91.6	89.0	
Under 77.5	99.9	99.9		99.9	99.9		100.0	100.0		100.0	100.0	
Under 82.5	100.0	100.0		100.0	100.0							
	Fertilizers			Foundry and machine-shop products			Glass			Iron and steel		
	Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west
Under 25.0	2.5		3.6									
Under 30.0	9.4	2.3	12.6	0.2		1.3						
30.0 and under	50.9	9.2	70.3	7.4	1.5	51.1	3.2	0.3	34.8	0.4	0.1	2.9
Under 32.5	50.9	9.2	70.3	7.5	1.6	51.8	3.2	.3	34.8	.4	.1	3.1
Under 35.0	54.2	9.2	75.1	8.2	1.8	56.6	3.2	.3	34.8	.7	.1	6.9
Under 37.5	59.4	12.7	81.1	10.8	4.0	62.6	3.3	.3	36.0	.9	.1	9.9
Under 40.0	59.5	13.1	81.1	12.7	4.3	76.9	3.3	.3	36.0	1.1	.2	11.1
Under 42.5	76.5	27.9	99.1	24.8	16.0	91.9	11.1	7.2	52.9	3.5	.4	38.0
Under 47.5	80.7	39.3	100.0	37.4	29.5	97.3	23.1	18.8	68.8	10.7	3.4	91.9
Under 52.5	86.5	57.6		65.9	61.4	99.0	49.5	47.6	69.1	13.3	6.2	91.9
Under 57.5	93.2	78.6		80.5	77.8	99.7	59.8	58.7	71.4	28.7	22.5	96.7
Under 62.5	98.7	95.9		91.2	90.0	100.0	82.8	83.9	71.4	35.3	29.7	96.7
Under 67.5	99.4	98.1		98.2	98.0		99.3	99.3	100.0	99.1	99.0	100.0
Under 72.5	99.7	99.1		99.0	98.9		100.0	100.0		100.0	100.0	
Under 77.5	99.9	99.8		99.8	99.8							
Under 82.5	100.0	100.0		100.0	100.0							
	Leather			Lumber (sawmills)			Meat packing			Paints and varnishes		
	Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west	Total	North and West	South and South-west
Under 25.0	(1)		0.2	0.7		1.3	0.1	(1)	1.2			
Under 30.0	0.9	1.0	.4	.8		1.5	.3	0.1	2.5	(1)	0.1	
30.0 and under	3.7	1.7	17.2	58.0	5.5	95.8	4.5	.4	41.0	8.2	3.7	51.2
Under 32.5	3.7	1.7	17.2	58.4	5.9	96.2	4.5	.4	41.0	8.4	3.9	51.2
Under 35.0	3.7	1.7	17.2	59.3	6.2	97.5	4.6	.4	42.1	8.7	4.2	51.7
Under 37.5	6.2	3.9	22.1	61.1	8.7	98.8	5.7	1.1	46.6	12.2	7.2	60.1
Under 40.0	12.0	8.3	37.4	63.8	14.2	99.4	5.8	1.2	47.2	12.9	8.0	60.1
Under 42.5	28.6	23.2	65.0	67.1	21.3	100.0	7.1	2.4	49.8	26.6	20.3	86.2
Under 47.5	40.9	36.2	72.3	68.3	24.0		10.0	4.9	56.1	33.4	26.4	99.5
Under 52.5	57.6	52.0	94.9	72.0	32.9		20.1	13.3	81.2	48.7	43.2	100.0
Under 57.5	66.3	61.3	100.0	76.4	43.4		37.9	30.9	100.0	55.6	50.9	
Under 62.5	79.1	76.0		85.9	66.0		78.9	76.5		82.4	80.4	
Under 67.5	87.0	85.1		99.5	98.7		99.8	99.8		96.6	96.2	
Under 72.5	100.0	100.0		100.0	100.0		100.0	100.0		99.9	99.9	
Under 77.5										99.9	99.9	
Under 82.5										99.9	99.9	
Under 90.0										99.9	99.9	
Under 100.0										100.0	100.0	

¹ Less than a tenth of 1 percent.² Includes less than a tenth of 1 percent receiving 82.5 cents and over.³ Includes less than a tenth of 1 percent receiving 42.5 cents and over.

TABLE 6.—Cumulative Percentage Distribution of Adult Male Common Laborers, by Hourly Entrance Rates, Industry, and Region, July 1940—Continued

Hourly entrance rate (in cents)	Paper and pulp			Petroleum refining			Soap ⁴	Building construction		
	Total	North and West	South and South- west	Total	North and West	South and South- west		Total	North and West	South and South- west
Under 25.0								0.3		1.0
Under 30.0								2.0	0.1	7.3
30.0 and under	3.0	0.2	8.6	0.2		0.6	4.5	9.0	.3	34.2
Under 32.5	3.1	.2	8.9	.2		.6	4.5	9.0	.3	34.2
Under 35.0	3.5	.8	8.9	.2		.6	6.4	9.2	.3	35.0
Under 37.5	13.7	2.2	37.4	.4	0.1	1.0	10.6	10.9	.5	41.1
Under 40.0	15.5	3.5	40.1	.8	.1	2.0	10.6	10.9	.5	41.2
Under 42.5	29.2	16.4	55.4	1.5	.4	3.4	26.0	28.4	9.0	85.0
Under 47.5	52.0	31.1	95.5	2.9	.9	6.0	27.3	32.2	12.6	89.3
Under 52.5	70.6	56.4	100.0	19.9	4.0	44.8	57.4	45.0	26.9	97.6
Under 57.5	86.4	79.8		26.1	10.6	50.2	60.8	48.4	30.8	99.6
Under 62.5	90.2	85.5		32.6	18.1	55.2	65.4	52.5	36.2	99.7
Under 67.5	99.6	99.4		52.5	40.2	71.7	80.5	59.3	45.2	100.0
Under 72.5	100.0	100.0		82.5	80.8	85.3	90.1	64.1	51.6	
Under 77.5				96.5	94.3	100.0	100.0	71.6	61.8	
Under 82.5				100.0	100.0			84.9	79.7	
Under 90.0								93.2	90.8	
Under 100.0								98.0	97.3	
Under 110.0								99.3	99.0	

Hourly entrance rate (in cents)	Electric light and power			Electric street-railway and city motorbus operation and maintenance			Manufactured and natural gas		
	Total	North and West	South and South- west	Total	North and West	South and South- west	Total	North and West	South and South- west
Under 25.0	0.2		0.8	0.1		0.4			
Under 30.0	.2		1.0	2.1		13.7	2.0		8.8
30.0 and under	7.6	0.7	30.8	9.0	0.8	52.5	10.3		45.9
Under 32.5	7.6	.7	30.9	10.2	1.0	62.5	10.7		47.7
Under 35.0	8.1	.7	32.9	13.4	2.5	75.3	10.7		47.7
Under 37.5	12.0	1.3	48.1	17.2	4.1	91.2	16.7	0.8	71.5
Under 40.0	13.5	1.6	53.4	18.7	5.8	91.6	16.9	1.1	71.5
Under 42.5	41.8	30.6	78.7	31.4	19.4	99.1	34.4	17.9	91.7
Under 47.5	54.2	44.0	87.8	46.9	37.7	99.3	47.3	33.5	95.2
Under 52.5	79.3	74.1	96.3	53.9	51.8	99.3	68.4	59.3	100.0
Under 57.5	84.0	80.2	96.7	72.8	68.3	99.3	85.7	81.4	
Under 62.5	89.1	85.9	100.0	76.0	72.0	99.3	89.5	86.3	
Under 67.5	97.6	96.9		99.6	99.6	100.0	97.5	96.6	
Under 72.5	100.0	100.0		99.8	99.8		98.6	98.1	
Under 77.5				99.8	99.8		100.0	100.0	
Under 82.5				99.9	99.9				
Under 90.0				100.0	100.0				

⁴ Regional figures not shown, in order not to reveal plant identity.⁵ The remaining seven-tenths of 1 percent received \$1.10 and over.⁶ The remaining 1 percent received \$1.10 and over.⁷ Includes less than a tenth of 1 percent receiving 72.5 cents and over.

Entrance Rates in 1939 and 1940, as Reported by Identical Establishments

The tables and analyses so far presented in this report are based on the data furnished by all establishments reporting common laborers at entrance rates in 1940. These figures do not provide the best measure of the trend of entrance rates since the previous year. The increase in the number of reporting establishments in 1940 over 1939, coupled with the fact that for various reasons some of the firms which reported

in 1939 may not have reported in 1940, or having reported in both years may not have had any common laborers at entrance rates in one of these years, results in a somewhat different apparent trend between the 2 years on the basis of total coverage than that which really existed. Greater accuracy in determining the trend of entrance rates between 1939 and 1940 is obtained by presenting the data from those establishments which reported common laborers at entrance rates both years, as is done in tables 7 and 8.

This part of the study covers 5,034 establishments that reported common laborers at entrance rates in both 1939 and 1940. These identical establishments reported employment of 174,566 common laborers at entrance rates in 1940, or 4,123 more than the 170,443 reported in 1939. It will be seen from the figures that the increase in employment within the identical plants was very small, averaging less than 1 person per plant.

Study of the figures for plants reporting in both 1939 and 1940 shows that the average entrance rate paid to common laborers in the 20 industries combined for the country as a whole increased by 1.1 cents or by 2.2 percent. This represented twice as great a change as that which occurred between 1938 and 1939. In 1940, the average rate was 50.8 cents an hour as compared with 49.7 cents in 1939. This increase can be attributed largely to the effect of the Fair Labor Standards Act on establishments in the Southern and Southwestern States, where the average entrance rate increased by 6.6 percent, from 33.5 cents to 35.7 cents an hour. Few other significant changes occurred.

Comparing the 1940 averages with those for 1939 for identical establishments on an industry basis, it will be observed that for the country as a whole there were 13 increases as against 5 decreases. No change occurred in the meat-packing industry; and data for rubber tires and inner tubes were omitted from table 7 because of the unrepresentative nature of data for this industry.

All of the increases among individual industries occurred within the manufacturing group which, as a whole, showed an average entrance rate for common laborers of 50.3 cents or 1.8 cents higher than in 1939. Considered on an individual industry basis, the greatest increase was 4.6 cents an hour—an increase which occurred in both the chemical and in the brick, tile, and terra cotta industries. The average entrance rate for the soap industry declined from 55.3 cents in 1939 to 53.0 cents in 1940. No other industry among the manufacturing group showed a drop in average entrance rates.

The public-utilities industries, both individually and collectively, had lower average entrance rates for common laborers in 1940 than in 1939. The average decline amounted to 0.9 cent an hour. Within this group the greatest change occurred in electric street-railway and

city motorbus operation and maintenance, where the average dropped from 50.5 cents in 1939 to 49.1 cents in 1940; and the smallest decline occurred in the electric light and power industry, where the average dropped by 0.4 cent from 47.9 cents in 1939 to 47.5 cents in 1940.

The average entrance rate of pay for common laborers in the building-construction industry amounted to 59.7 cents in 1940, or 0.8 cent less than the average of 60.5 cents in 1939.

In the northern and western region, reports from identical establishments in the 20 industries combined showed that the average hourly entrance rate of pay for common laborers in 1940 increased by 0.4 cent over that paid in 1939, the respective averages being 56.1 and 55.7 cents. Of the 18 industries for which figures are presented separately, 14 showed increases, 3 showed decreases, and 1 showed no change between the 2 years. The greatest increases were 3.1 and 3.0 cents respectively in the automobile-parts and the chemicals industries. None of the decreases amounted to as much as one cent an hour. Meat packing was the only manufacturing industry that had a lower average hourly entrance rate for common laborers in 1940 than in the preceding year. The northern average for the manufacturing-industries group, by itself, was 55.6 cents in 1940; this represented an increase of 0.8 cent over the average of 54.8 cents for 1939. The average of 50.9 cents for the utilities group in 1940 represents a decline of 0.6 cent from the 51.5-cent average in 1939. A drop of 0.8 cent occurred in both the electric light and power and electric street-railway and city motorbus operation and maintenance industries.

In the South and Southwest the average for all industries combined shows a substantial increase in 1940 over that in 1939. However, 6 of the 17 industries represented in that area had lower average entrance rates in 1940 than in the preceding year. The manufacturing industries as a whole showed an average increase of 2.7 cents an hour between 1939 and 1940. Among the manufacturing industries, iron and steel, meat packing, and paints and varnishes showed lower averages in 1940 than in 1939. The drop of 2.8 cents in the 1940 average for meat packing was greater than for any other industry. Common laborers in the leather industry in this region enjoyed the greatest actual increase in average hourly entrance rates, amounting to 5.5 cents an hour. The lumber industry reported the greatest relative increase namely 16.7 percent. In the public-utility group, entrance rates fell by an average of 0.5 cent per hour in the South and Southwest. The decrease in the average rate between the 2 years was caused by a drop of 0.3 cent in electric street-railway and city motorbus operation and maintenance and a decrease of 1.2 cents for

the manufactured and natural gas industry, offset in part by an increase of 0.9 cent in the average covering electric light and power.⁷

TABLE 7.—Average Hourly Entrance Rates of Adult Male Common Laborers, by Industry and Region, July 1939 and July 1940

Industry	Total				North and West				South and Southwest			
	Identical establishments			All establishments 1940	Identical establishments			All establishments 1940	Identical establishments			All establishments 1940
	1939	1940	Per-cent of change		1939	1940	Per-cent of change		1939	1940	Per-cent of change	
All 20 industries.....	\$0.497	\$0.508	+2.2	\$0.506	\$0.557	\$0.561	+0.7	\$0.580	\$0.335	\$0.357	+6.6	\$0.356
Manufacturing.....	.485	.503	+3.7	.496	.548	.556	+1.5	.553	.329	.356	+8.2	.353
Automobile parts.....	.548	.579	+5.7	.561	.548	.579	+5.7	.561				
Brick, tile, terra cotta.....	.397	.443	+11.6	.446	.478	.483	+1.0	.483	.266	.300	+12.8	.299
Cement.....	.515	.528	+2.5	.528	.557	.568	+2.0	.568	.404	.433	+7.2	.432
Chemicals.....	.523	.569	+8.8	.563	.590	.620	+5.1	.619	.380	.393	+3.4	.378
Fertilizers.....	.360	.372	+3.3	.368	.462	.489	+5.8	.486	.299	.321	+7.4	.314
Foundry and machine-shop products.....	.494	.495	+2	.490	.508	.512	+8	.509	.337	.339	+6	.344
Glass.....	.523	.526	+6	.528	.535	.536	+2	.536	.408	.416	+2.0	.442
Iron and steel.....	.585	.590	+9	.589	.601	.604	+5	.603	.453	.435	-4.0	.435
Leather.....	.465	.486	+4.5	.509	.485	.497	+2.5	.524	.372	.427	+14.8	.411
Lumber (sawmills).....	.377	.404	+7.2	.400	.533	.541	+1.5	.539	.258	.301	+16.7	.301
Meat packing.....	.574	.574	(1)	.564	.587	.586	-.2	.582	.437	.409	-6.4	.409
Paints and varnishes.....	.522	.530	+1.5	.515	.544	.548	+7	.533	.354	.348	-1.7	.352
Paper and pulp.....	.474	.481	+1.5	.478	.509	.516	+1.4	.514	.391	.405	+3.6	.403
Petroleum refining.....	.631	.633	+3	.636	.664	.673	+1.4	.674	.579	.580	+2	.579
Rubber tires and inner tubes.....	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Soap.....	.553	.530	-4.2	.533	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Public utilities.....	.490	.481	-1.8	.477	.515	.509	-1.2	.508	.363	.358	-1.4	.353
Electric light and power.....	.479	.475	-.8	.466	.502	.494	-1.6	.492	.387	.396	+2.3	.378
Electric street-railway and city motorbus operation and maintenance.....	.505	.491	-2.8	.491	.527	.519	-1.5	.521	.321	.318	-.9	.317
Manufactured and natural gas.....	.484	.476	-1.7	.476	.517	.517	(1)	.514	.357	.345	-3.4	.344
Building construction.....	.605	.587	-1.3	.601	.673	.675	+3	.681	.377	.372	-1.3	.372

¹ No change.

² See footnote 6, p. 12.

³ Regional figures are omitted, to avoid disclosure of data from individual plants.

A study of the data in table 8 indicates that establishments which reported in 1939 and in 1940 showed 13.6 percent of their common laborers as receiving entrance rates of less than 30 cents an hour in

⁷ Some of the entrance-rate changes which occurred in identical plants within the separate regions do not appear to be reflected in the change for the country as a whole, as shown in table 7. This is due to shifts in the volume of employment of common laborers between 1939 and 1940. For example, while common laborers in the meat-packing industry in the North and West had an average rate of 0.1 cent less in 1940 than in 1939, and those in the South and Southwest received 2.8 cents less, the average for the country as a whole was not changed. This is due to the changing balance of employment in this industry. The number of common laborers at entrance rates in the North and West increased 1,630 in 1940 over 1939, while in the South and Southwest the number reported for 1940 was 113 less than for 1939. The increase in the number of laborers in the higher paid North and West caused the average entrance rate for the country as a whole to remain at the 1939 figure.

the former year, as compared with 0.7 percent in the latter year. Those having entrance rates of 30 cents or less in 1939 amounted to 15.9 percent. Only 2.3 percent of all workers reported in 1939, as compared with 14.2 percent of those reported in 1940, were receiving exactly 30 cents an hour. This raising of workers to the 30-cent minimum of the Fair Labor Standards Act was the only major change in the distribution of common laborers which appeared between the 2 years.

Considering the geographical regions separately, few changes as between 1939 and 1940 occur in the North and West. On the other hand, the reports from the South and Southwest reflect adjustment to the 30-cent minimum in the most pronounced manner. The relative number of common laborers receiving an entrance rate of less than 30 cents an hour in 1940 was only 2.9 percent, as compared with 49.1 percent in 1939.

TABLE 8.—Cumulative Percentage Distribution of Adult Male Common Laborers in 20 Industries, by Hourly Entrance Rates and Region, July 1939 and July 1940

Hourly entrance rate	Total			North and West			South and Southwest		
	Identical establishments		All establishments 1940	Identical establishments		All establishments 1940	Identical establishments		All establishments 1940
	1939	1940		1939	1940		1939	1940	
Under 25.0 cents.....	0.1	0.2	0.3		(1)	(1)	0.5	0.9	1.1
Under 30.0 cents.....	13.6	.7	.9	0.6	(1)	0.1	49.1	2.9	3.1
30.0 cents and under.....	15.9	14.9	15.6	1.1	1.0	1.3	56.2	54.7	55.3
Under 32.5 cents.....	16.1	15.2	15.9	1.2	1.1	1.4	56.8	55.7	56.1
Under 35.0 cents.....	16.7	15.8	16.5	1.3	1.3	1.6	58.7	57.6	57.9
Under 37.5 cents.....	19.6	18.3	19.4	2.6	2.2	2.8	66.0	64.7	65.6
Under 40.0 cents.....	21.0	19.6	20.7	4.0	3.4	3.9	67.4	66.3	67.7
Under 42.5 cents.....	31.2	28.8	30.3	12.5	11.4	12.4	82.2	78.9	80.4
Under 47.5 cents.....	39.5	37.8	39.3	20.8	19.1	20.4	90.4	91.7	92.1
Under 52.5 cents.....	52.8	50.4	52.1	37.5	34.7	36.3	94.5	95.8	96.3
Under 57.5 cents.....	64.1	62.3	63.3	52.0	50.3	51.1	97.1	97.3	97.6
Under 62.5 cents.....	74.0	73.4	73.9	65.3	65.2	65.4	97.8	97.7	97.9
Under 67.5 cents.....	93.4	94.3	93.5	91.6	92.8	91.5	98.5	98.8	99.0
Under 72.5 cents.....	96.4	96.4	95.8	95.4	95.4	94.4	99.4	99.4	99.5
Under 77.5 cents.....	98.0	97.8	97.3	97.3	97.1	96.3	100.0	100.0	100.0
Under 82.5 cents.....	98.3	98.8	98.6	97.7	98.4	98.1			
Under 90.0 cents.....	99.5	99.5	99.4	99.3	99.3	99.1			
Under 100.0 cents.....	99.9	99.9	99.8	99.9	99.9	99.7			

¹ Less than a tenth of 1 percent.

Trends Reflected by Entrance Rates from 1926 to 1940

Table 9 shows the trends of average hourly entrance rates of common laborers since 1926 for 13 industries combined and for each of three groups, namely manufacturing industries, public utilities, and building construction. The manufacturing group covered by this table includes only 9 industries, because comparable data for a greater number are not available for the earlier years. The manufacturing industries included in this table are brick, tile, and terra cotta, cement, foundry and machine-shop products, iron and steel, leather, lumber, meat packing, paper and pulp, and petroleum refining.

The averages for the years 1926 to 1936, are those reflected by all establishments reporting from year to year. Although not based on data for identical establishments, these averages are probably adequate to show the general trend for these years.⁵ The averages presented for 1937 and 1938 were calculated on the basis of identical establishments. Both the 1939 and 1940 averages have been computed on the basis of the entire coverage for each of those years.

The average hourly entrance rate for the 13 industries rose by seven-tenths of a cent between 1939 and 1940. The 9 manufacturing industries showed an average increase of 1.1 cents over the 1939 rate, while the public utilities average dropped eight-tenths of a cent below the 1939 figure. Building construction continued at the same level as in 1939, its average being 60.1 cents for both years.

Although the 50.7 cents for all 13 industries and the 49.8 cents for the manufacturing group for 1940 were the highest averages for any of the years since 1937, the figure for public utilities was lower than the average paid either in 1938 or 1939.

TABLE 9.—Average Hourly Entrance Rates of Adult Male Common Laborers in 13 Industries, by Industry Group, 1926 to 1940

July	All industries covered	Manufacturing industries covered	Public utilities	Building construction ¹
1926.....	\$0.426	\$0.401	\$0.420	\$0.471
1927.....	.424	.399	.398	.482
1928.....	.428	.402	.429	.474
1929.....	.432	.407	.428	.483
1930.....	.429	.405	.446	.470
1931.....	.403	.383	.446	.426
1932.....	.355	.318	.415	.399
1933.....	.333	.305	.387	.383
1934.....	.420	.407	.418	.455
1935.....	.430	.415	.420	.481
1936.....	.434	.425	.437	.509
1937 ².....	.493	.488	.463	.551
1938 ³.....	.495	.486	.479	.578
1939.....	.500	.487	.485	.601
1940.....	.507	.498	.477	.601

¹ For the years 1926 to 1935, inclusive, the figures cover a small amount of construction outside of the building industry.

² Averages for the year were computed on the basis of identical establishments for both 1937 and 1938.

³ Averages for the year were computed on the basis of identical establishments for both 1938 and 1939.

⁴ See Monthly Labor Review, December 1937, p. 1508, footnote 6.

LABOR CONDITIONS IN HAWAII¹

PART 2.—WORKING CONDITIONS IN LEADING INDUSTRIES

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THERE are many mistaken notions among people on the American mainland regarding present economic conditions in the Hawaiian Islands. The popular conception of the conditions in any given area tends to lag behind actuality, but this is especially true when conditions have been changing rapidly as is the case in the Territory. Wages, hours, and working conditions in particular have shifted markedly since the previous Hawaiian labor study by the United States Bureau of Labor Statistics in 1929.

Broadly speaking, the depression of the early thirties did not significantly impinge upon the Hawaiian economy until more than a year after its effect had been clearly felt on the American mainland. Its depressing effect on wages between 1930 and 1934 was distinctly less marked. Moreover, there was an unmistakable upward trend between 1934 and 1940. Thus, in a relative sense, Hawaiian wages showed an improvement as compared with wage levels on the mainland. In the case of Hawaiian plantation workers, wages at the end of the decade were well above the 1924-29 level, whereas in 1939 wages of hired farm laborers on the mainland were distinctly below the 1924-29 level. Wage trends in the nonplantation industries of Hawaii are less clear, but in general show an improvement for the decade as a whole.

These generalizations are subject to exceptions and qualifications and are not very useful when stated in such broad terms. They become meaningful in their relations to the particular industries to which they apply. It seems worth while, therefore, to indicate specific recent changes and contemporary working conditions in some of the more significant Hawaiian industries.

Sugar Industry

The annual world production of sugar, which was less than 20 million short tons in 1920, ranged between 34 and 36 million tons yearly during the period 1936-1939. Of this, roughly two-thirds was cane sugar and one-third beet sugar. As a result of the International Sugar Agreement of May 7, 1937, only one-tenth of the world's sugar is sold in an open or so-called "world market." The remainder is sold in closed or partially closed markets under quota systems.

¹ The second of two articles based on a recently published study made by the Bureau of Labor Statistics: Labor in the Territory of Hawaii. The first article, which appeared in the December issue of the Monthly Labor Review, consisted of a general analysis of the position of labor in the Hawaiian economy as a whole.

RELATIVE POSITION OF HAWAII

The American market absorbs over 6 million tons of sugar annually. Under the domestic quota system Hawaiian producers have been allotted approximately 14 percent of the American market. The 1940 quota for Hawaii, as announced by the Secretary of Agriculture, December 29, 1939, was 943,967 tons. In addition to this, about 30,000 tons are annually consumed in the Territory itself.

The production of this sugar involves far more labor than does any other industry in Hawaii. The sugar plantations alone require 31.1 percent of the total number of gainfully employed, and provide wage payments amounting to over 28 millions annually.

In addition to this, there are many workers outside the plantations who are engaged in occupations directly and solely dependent on sugar production. Thus, the industry represents well over one-third of the total employment of the Territory.

EXPANSION OF THE SUGAR INDUSTRY

As late as 1837 only two tons of sugar were produced during the year. Since then the industry has passed through three stages: (1) The period, 1837-1876, was one of gradual increase in production, the plantations being largely under individual owner-managers, and dependent upon native Hawaiian labor. During this time the industry expanded to an annual output of 13,000 tons. (2) The period, 1876 to 1933, witnessed a very rapid expansion, stimulated first by the reciprocal trade agreement with the United States, signed in 1876, and later by the formal annexation of the Territory by the United States, in 1898. It was during this period that the plantations adopted the corporate form of organization and became thoroughly integrated, by virtue of the agency system and various forms of intercorporate control. By 1933 the industry had attained a high of 1,035,548 short tons for the year. This marked expansion was made possible by the importation of large numbers of Chinese, Portuguese, Japanese, Koreans, Puerto Ricans, and Filipinos, the Japanese and Filipinos being predominant. (3) The period, 1933 to the present, shows evidence of the beginning of stabilization in respect to both production and labor supply. Japanese and Filipinos combined represent over three-fourths of the total employment on the plantations today.

DEPENDENCE ON THE AMERICAN MARKET

From its inception, the Hawaiian sugar industry has been increasingly dependent upon the American market. In 1876 it obtained preferential treatment in a reciprocal trade agreement with the United States. Upon annexation in 1898 it was given the protection of the

American tariff system. The Jones-Costigan Act of 1934 brought Hawaii within the framework of the American sugar-quota system. Under these conditions the margins of cultivation have been pushed out in respect to both the intensity of land use (in terms of labor, fertilizer, irrigation, etc.) and the extension of cane cultivation into the poorer areas of land. As a result, marginal costs are high in spite of a high technical efficiency. The Hawaiian sugar industry is now completely dependent on the American market. Without protection, the industry and the labor engaged in it would suffer serious dislocations.

CONCENTRATION OF CONTROL

The industry is more highly integrated than that of any other sugar-producing area, because of the Hawaiian Sugar Planters' Association, and the five large sugar agencies, known as "factors," that formulate its policies. As a result, the industry tends toward a greater stability and uniformity of practice than would otherwise obtain. It has adopted large-scale scientific procedures which are continually increasing the efficiency of production in all operations.

For these reasons, the plantations cannot be subdivided into small, independent, sugar farms without abandoning present mass-production methods and lowering efficiency, with a resultant general lowering in standards of living.

The concentration of control over the Hawaiian sugar industry as a whole on the part of the five Honolulu sugar agencies, and their central organization, the Hawaiian Sugar Planters' Association, explains the extreme weakness of plantation labor organization. The whole plantation community, including housing, recreation fields, hospitals, and even stores, is in the hands of management. Although in recent years this paternalism has been a benevolent paternalism (in terms of the improvement in wages, hours, and working conditions) it has been highly antagonistic to labor organization as such.

COMPARATIVE POSITION OF HAWAIIAN LABOR

Because in the earlier days of the sugar industry in Hawaii, imported oriental labor received extremely low wages, it is frequently assumed by writers on sugar production that the Hawaiian industry is based upon a foundation of "cheap oriental labor." At present, however, the situation of Hawaiian sugar workers compares favorably with that of agricultural workers on the mainland in respect to both rate of earnings and regularity of employment.

Seasonality of employment on Hawaiian plantations is far less than that of the average of other American farm areas, where crops are distinctly seasonal and producers depend upon migrant labor for harvesting. Seasonal variation in farm employment for the United

States as a whole shows that the amount of employment in the high month (June) averages 43 percent greater than that in the low month (January). Variations in the employment of hired workers are much more extreme. For the United States as a whole, the employment of hired workers in January has been about 30 percent lower than the monthly average, and in July about 20 percent higher.²

Workers in the Hawaiian sugar industry also enjoy a relatively favorable position in comparison with specific mainland sugar-producing areas. The cane-producing areas on the mainland show distinctly greater seasonality in respect to employment and earnings in both field work and the manufacture of raw sugar. In Louisiana the period of least employment is estimated to be slightly less than half of the peak. In the cane mills, employment at the peak is nearly 10 times that of the slack season. In Hawaii, however, there is only a 7 to 10 percent increase in employment in the peak months of June, July, and August, including both fields and mills.

The monthly wage rates of farm workers for the United States as a whole averaged \$27.72 with board, and \$35.63 without board in 1938. For the quarter ending April 1, 1939, these figures were \$27.08 and \$35.42, respectively. By comparison, in March 1939, the average monthly earnings of nonsalaried male workers on Hawaiian sugar plantations amounted to \$48.88. This does not include perquisites, which are equivalent to from \$10 to \$16, depending on the plantation, the average being about \$13.

Hawaii also compares favorably, in respect to wages, with mainland sugar-producing areas. The Sugar Division of the Agricultural Adjustment Administration, in its wage determinations, provides about the same requirements for Louisiana as for Hawaii in respect to daily earnings, but, since employment is extremely seasonal in Louisiana as compared to Hawaii, annual earnings average much higher in Hawaii. There are no accurate studies of annual earnings of field labor in Louisiana, but reports received by the Sugar Division indicate that they range between \$200 and \$250. Average annual earnings of nonsalaried male workers in the Hawaiian sugar industry, including employees who worked on the plantations only part of the year, amounted to \$546, not including perquisites.

Beet-sugar workers receive considerably higher wages per day. Estimates received from the Sugar Division indicate that daily earnings ranged from \$4.13 for thinning, to \$5.50 for topping, for a 10-hour day. Daily earnings of beet-sugar workers are thus about twice those of Hawaiian cane-sugar workers. The former average less than 60 days of employment per year, however, and to obtain it they must remain in the beet-sugar area throughout the whole season. A study

² See *Monthly Labor Review*, June 1939 (p. 1251).

prepared for the Bureau of Labor Statistics indicates ³ that for beet work in 1935 the annual earnings averaged \$340 per family, and not more than \$130 annually per worker. The total annual supplementary income per family, earned outside the beet-sugar industry, averaged \$51. Many of the families are on relief throughout the winter.

Agricultural labor is one of the most poorly paid groups in the United States as a whole, and Hawaiian plantations, being organized on a mass-production basis, necessarily include a larger proportion of technically trained workers than would appear in the general group of hired laborers on American farms. Hence a comparison between the earnings of agricultural labor on the mainland and the earnings of workers in the Hawaiian sugar industry is subject to significant qualifications. It is nevertheless true that, contrary to popular opinion, Hawaiian plantation labor receives higher monthly wages than the general average of farm labor or the average of the mainland cane-sugar workers. Because of the advantages of climate, irrigation, and a continuous cycle of growth, the stability of employment and economic security of the average plantation worker in Hawaii is far greater than that of the farm or plantation worker on the mainland. For the same reasons, the average annual earnings of Hawaiian plantation labor amount to more than the average annual earnings of farm labor on the mainland.

There has been a gradual improvement in housing, hospitalization, and recreational facilities; but there is still a wide variation in respect to these perquisites in the various plantations, and even in various parts of a single plantation. Housing bordering slum conditions is still to be found, representing about 20 percent of the total.

RAPID CHANGE IN CHARACTER OF PLANTATION LABOR

The labor supply on the plantations is passing through a rapid transition, from uneducated imported alien labor to native-born citizen labor (children and grandchildren of the original immigrants) taught in American schools. Citizen labor, which formed only 12 percent of the total on the plantations in 1930, already constitutes 45 percent (July 1939). Since citizens now comprise four-fifths of the total population of the Islands, the percentage of citizen laborers on the plantations may be expected to continue to rise rapidly.

Conditions that have been more or less acceptable to illiterate alien labor are less acceptable to citizen labor with elementary, high-school, and, in a few cases, university training. The shift from alien to citizen labor cannot occur without serious difficulties, unless there is a large degree of flexibility in the structural organization of the planta-

³ Monthly Labor Review, February, 1938 (p. 322): Wages, Employment Conditions, and Welfare of Sugar-Beet Laborers.

tion which will make possible a gradual change in the character of labor-management relationships in the industry during the next decade.

The factors favoring a satisfactory transition of this sort are—

(a) Efforts being made by plantation managers to improve relations between labor and management, and among racial groups on the plantations;

(b) Plans for the continued improvement of housing, recreation, and hospitalization, involving a gradual change in the social atmosphere, as well as in the living conditions, so as to make work on the plantations an acceptable way of life to educated citizen laborers;

(c) Organized experimentation looking toward greater mechanization and specialization providing technical positions which are more acceptable to educated workers; and

(d) The rise in the general wage level of sugar workers that has occurred in recent years.

The factors unfavorable to a satisfactory transition to citizen labor are—

(a) The difficulty of integrating the educational program of the Territory with the general economic background of Hawaii;

(b) The continued use of low-grade housing which, although a small proportion of the total, creates centers of discontent;

(c) The paternalistic attitude of management.

In addition to these factors, the high concentration of power in the hands of management (in contrast to the unorganized position of labor) makes it possible for the management to be arbitrary in its labor policy.

By way of illustration, the practice of making wage payments by piece rates and long-term cultivation agreements provides a situation in which there are no prevailing standard rates, and in which management may make arbitrary judgments in respect to wage payments from which there is no effective appeal through organized representation on the part of labor.

Pensions are arranged individually as each case arises, so that workers are dependent upon the good will of management and the outlook for the industry at the time they retire, rather than on a standardized pension plan which defines their position in this respect.

The complete dependence of employees upon the plantation in respect to every aspect of the life of the working community makes them much less independent than farm laborers on the mainland.

The restricted size of the Island economy definitely limits occupational opportunity, of which the plantations provide the greatest part. Even if laborers seek nonplantation employment, their choice is small, and on the whole their position is less secure than on the plantations.

The foregoing should not be taken to imply that the Hawaiian sugar industry is in a position to continue to increase plantation wages at the rate at which they increased between 1934 and 1939. Sugar prices during the period 1938-40 were extremely low. During the past decade a number of developments have seriously affected the competitive position of Hawaii:

(a) There has been a marked technological advance in the production of beet sugar.⁴

(b) Hawaii has achieved significant technical advances and has been a leader in the development of mechanization. These advances improved the competitive position of the Hawaiian industry, and are already reflected in Hawaiian sugar costs. But other sugar areas are now rapidly taking over many of the techniques developed in the Islands, which will lower their costs also. In other areas, both beet-sugar and cane-sugar costs are declining.

(c) The Hawaiian producers pay higher taxes per ton (primarily for local purposes), more freight (because of the great distance between Hawaii and the market in which the sugar is sold), higher wages, and more in the way of perquisites.

For these reasons, further rapid improvements in wages and working conditions (unless they can be offset by new techniques which will lower costs, or by a higher market price for sugar) are looked upon as being incompatible with the maintenance of a competitive position. They do not, however, preclude the possibility of a flexible adjustment of employer-employee relationships which will conform to the rapidly changing character of the labor on Hawaiian plantations.

Pineapple Industry

DEVELOPMENT AND ORGANIZATION OF THE INDUSTRY

The Hawaiian pineapple industry is considerably younger than the sugar industry. The actual date of the introduction of pineapples to Hawaii is unknown, although they were known to have grown wild on the Kona coast very early in the nineteenth century. They did not become a significant Island product until the middle of the century. In 1851, 21,310 pineapples were exported, of which over 14,000 were from Maui. The first pineapple plantation did not appear, however, until 1885. Even as late as 1909 only slightly over 5,000 acres were in pineapples. In that year the Ginaca machine was developed for peeling and coring the fruit, and in the following year, 1910, pineapple juice was first publicized. By 1920 the land owned or leased by the pineapple companies amounted to 46,845 acres.

⁴ There is also the prospective opening up of new areas, such as the Grand Coulee, Boulder, and other regions excellently suited to the cultivation of sugar beets. These will not offer competition, however, unless they are permitted to enter the quota system.

During the twenties there was a marked shifting of the areas under pineapple cultivation, together with a further rise in production. In 1930 the pineapple pack reached an all-time high of \$50,055,569, but as a result of the combined effects of the depression and a serious pineapple-plant wilt, it sank to less than one-fifth of this amount (\$9,570,569) in 1932.

Since 1932, there has been a marked but decidedly irregular recovery. In 1937 canned pineapple shipments were valued at \$42,705,114; and by that time, also, pineapple-juice shipments had become important and amounted to \$16,689,976. Thus, in that year the total income of the pineapple industry almost equaled that of the sugar industry, which was \$63,575,478.

STRUCTURAL ORGANIZATION

The pineapple industry has tended toward large-scale plantation organization in much the same way and for the same reasons as did the sugar industry. Since the pineapple industry is younger, it has followed many of the plantation procedures of the sugar industry in respect to housing and other perquisites, as well as general structural organization of the plantation as a whole. There is an obvious tendency toward a further integration of the industry at the present time. In 1929, for example, there were 13 companies with 11 canneries; 10 years later, in 1939, there were only 9 companies with 8 canneries, although production was much greater. One company produces approximately 40 percent of the combined pineapple and juice output of the Islands. Although there is some degree of coordination between the various companies by virtue of (1) intercorporate and intrafamily holdings, (2) interlocking directorates, and (3) relationships between the pineapple concerns and the five large agencies that dominate the sugar industry, the pineapple industry cannot be said to have achieved as high a degree of integration as has the sugar industry.

There are several reasons for this: (1) The sugar industry is largely Island owned, whereas some of the important pineapple companies are only branches of large packing companies on the mainland; (2) because the industry is younger, it has not had time to achieve full coordination; (3) it has suffered, even in recent years, from violent fluctuations in production and demand.

In 1909 the first organization of firms engaged in pineapple growing was established. It was called the Pineapple Growers' Association, and was formed primarily for starting a mainland advertising campaign. Scientific experimentation in the growth of pineapples was initiated on a large scale in 1920, and further expanded in 1922. Between 1909 and 1932, the association passed through three reorganizations, finally emerging as the Pineapple Producers' Cooperative

Association. This association includes seven of the nine firms operating in Hawaii.⁶ Under a cooperative arrangement these firms agree to limit production to meet demand and the needs of the market, sell the combined pineapple pack through a marketing committee, pool their advertising, and standardize the pack. The association is a non-profit organization and charges one-fourth to one-half cent per case for the association's expenses. The agreement, which runs to May 31, 1942, covers canned pineapple only and not juice or byproducts.

It is commonly assumed in Hawaii and elsewhere, that the pineapple industry has a quota system similar to that of the sugar industry. Although it is true that both industries have established quotas, an examination of the pineapple agreement indicates that they are distinctly different in their nature and purpose. The sugar quota, as previously indicated, is imposed by the Federal Government in the interests of the country as a whole, and consists of a broad framework of legal regulation for stabilizing the American market, Hawaii being allotted 14 percent of the total.

The Hawaiian pineapple industry, on the other hand, controls 80 percent of the total world production of canned pineapple. Its quota system covers only the Territory. It is not based on governmental action but is self-imposed in the interest of earnings in the industry. Because of its dominant position, by regulating production the industry can affect price. In this respect, however, it can operate only within the limitations set by competing substitute fruits. A lowering of the price of canned peaches, for instance, will affect the sale of canned pineapples.

The quota system should not be taken to mean that the association maintains a single marketing organization. Within the limits of the system, which is carefully administered by a joint committee, there is a high degree of competition. For these reasons, general information on the industry as a whole is not so complete as in the case of the sugar industry, and some specific details, considered strictly confidential, are not available.

About half of the industry is Island owned. This half is much more highly integrated within the pineapple industry itself, as well as in relation to other Hawaiian enterprises, than that part of the industry which is controlled from the mainland.

LABOR IN THE PINEAPPLE INDUSTRY

Since the pineapple industry was developed more recently than the sugar industry, it played a minor role in the importation of labor. It is only natural, however, that the racial groups on pineapple plantations should be similar to those on sugar plantations. Filipinos

⁶ The 4 largest firms can 88 percent of the pack.

constitute the largest single racial group, representing 57 percent of all pineapple-plantation labor. Japanese are next, representing 29 percent. The plantations will be able to rely less on Filipinos in the future, because of the high percentage of single men who will have no sons to take their places, and because of the large numbers of Filipinos returning to Manila. Present trends indicate that the Japanese (and to a less marked degree the Portuguese) will increase in importance as Filipino labor declines.

Only about one-tenth of the workers on the pineapple plantations are skilled, since the greatest part of the work requires only semi-skilled and unskilled labor.

Because the pineapple industry is relatively young, the average age of plantation workers is below that of those in the sugar industry. Fifty-six percent of the pineapple plantation workers (and 71 percent of the cannery workers) are below 35 years of age. It appears inevitable, however, that just as the sugar industry is now facing the problems of aged and dependent workers, so the pineapple plantations will in the future have workers of a considerably higher average age. The same problems occasioned by the rapid rise in the percentage of citizen laborers must also be faced by the pineapple plantations. Management has been traditionally opposed to labor organization, as in the sugar industry. A large part of the pineapple industry is closely associated with the sugar industry in respect to labor policy.

Frequent efforts have been made to organize both plantation and cannery labor. Strikes involving about 1,800 pineapple plantation workers occurred in June and August 1937. Since then, unionization groups have been especially active. Under an agreement signed by the management and officers of the union, on May 20, 1939, a vote was taken at Kalaheo, Kauai. As a result, a C. I. O. organization, the United Cannery, Agricultural, Packing, and Allied Workers of America, Local 76, was voted the exclusive representative of the workers for collective bargaining.⁷ This action was given wide publicity in the press, and is considered by both plantation and cannery workers to be a significant precedent.

EFFECT OF SEASONALITY ON EARNINGS ON PINEAPPLE PLANTATIONS

Pineapples tend to ripen during the summer months, particularly in the latter half of July. A gassing process has been developed which will accelerate the fruiting and thus reduce the peak at the height of the summer season. In addition to this, recent experimentation has developed techniques for meeting the intense demands of July with power-driven machines instead of relying upon sharp

⁷ The election was held under the provisions of the National Labor Relations Act. Only nonagricultural workers were eligible as voters, and some confusion arose as to who were agricultural and who non-agricultural workers.

increases in the quantity of hired labor, and thus reducing the seasonal changes in volume of employment.

In spite of these innovations, seasonality of employment remains a fundamental problem of the industry. In 1939 the average employment in the 9 off-season months was only two-thirds of the average employment in the peak months of June, July, and August. The peak month of July requires twice as many workers as the low month of November.

Analyses of the records of three plantations for the year July 1, 1938, to July 1, 1939, indicated that of the additional laborers hired during the summer, nearly one-half were students. Because of the fact that the average number of hours per day increases during the summer peak, seasonality measured in terms of man-hours and earnings per month is even greater than seasonality measured in terms of numbers employed, the total pay roll for the peak month being three times as great as that of the low month.

The average hourly earnings for the month of August 1938 were 33 cents, and the average monthly earnings were \$58.62. Because of the high degree of seasonality, average annual earnings were much less than might be expected from these figures, being about \$400 to \$450. By comparison, the average monthly earnings of hired labor on American farms as a whole for the quarter ending July of the same year were \$37.28,⁵ and average annual earnings for the same year were estimated to be \$300.

SITUATION IN PINEAPPLE CANNERIES

Since all of the pineapple canneries in Hawaii are owned by the same companies that operate the plantations, there is a very close coordination between plantation and cannery operations. This is essential in the production of canned pineapples, because of the high concentration of the ripening period during the summer months. The secret of turning out a good quality of canned pineapple lies in harvesting the fruit at just the right point of ripeness and in canning it as soon as possible after harvesting. Thus, the cannery schedules are coordinated with and completely dependent upon the quantities of the fruit which ripen day by day.

In contrast to the sugar plantations which maintain mills on the plantation property, the pineapple canneries are located, not on plantations, but in the cities of the Territory. Approximately 80 percent of the total output is produced by the three largest canneries located in Honolulu. Because of the extremely variable demands for labor, it is necessary for the canneries to be located where large numbers of

⁵ U. S. Department of Agriculture. *Agricultural Statistics, 1939* (pp. 503-504). Washington, 1940.

part-time and seasonal workers may be hired. The peak months of June, July, and August represent four times as much employment as the average for the remainder of the year. The majority of cannery employees are, therefore, persons who look upon the work as a temporary source of additional income each year.

Labor supply.—Men constitute slightly over half of the total employment in canneries. Of this group 37 percent are Japanese, 19 percent Filipinos, and 15 percent Chinese. Of the woman employees, representing slightly less than half of the total employment, 41 percent are Japanese, 19 percent Chinese, and 13 percent Hawaiian and Part-Hawaiian. Many of the pineapple-cannery employees are domestic servants who leave their regular positions for the higher wages and shorter hours obtainable in the canneries. It is also true that many housewives, particularly of Chinese and Japanese extraction, look upon the canneries as a source of additional income during the summer months.

In one cannery, nearly one-half of the increase in employment during the 3 summer months consisted of students working during vacation. The canning industry derives a decided advantage from the fact that the long vacation of the school year coincides with the seasonal-labor requirements of the industry. Although both the pineapple plantations and canneries make large additional demands for labor in June, July, and August, the resultant dislocations in the isolated labor market of Hawaii are not so great as might be expected.

Method of payment.—Only about 1 percent⁸ of the employees in the canneries work on salary. The reason for this is obviously the irregularity in the number of hours worked per day or per week. In the height of the season canneries often operate at full speed with two or three shifts a day, and sometimes seven days a week. On the other hand, it is also true that it frequently happens that the supply of pineapples on hand is exhausted, and the plant shuts down for the remainder of the day, or even for several days, until additional supplies become available. All canneries operate on a 44-hour week of 8 hours a day for 5 days, and 4 hours on Saturday. Overtime is paid for at time and a half.

*Hourly earnings.*⁹—Average hourly earnings in the summer of 1938 were 37.1 cents. This general average is not typical of the earnings of any specific group, however. Males averaged 42.6 cents and females, 31.2 cents.

There is a marked concentration of workers at basic minimum rates of pay. In one cannery, whose rates were studied in detail,

⁸ This figure does not include salaried persons in executive positions, since executives are not covered in this study.

⁹ These figures refer to nonsalaried employees only; salaried employees, representing less than 1 percent of total employment, are omitted.

nearly half of the male workers were employed at a basic rate of 37.5 cents. Only 1 of every 20 male workers earned as much as 60 cents an hour. Among females there was an even more pronounced concentration of earnings, three-fifths earning between 30 and 32.5 cents an hour. Only 1 of every 50 females earned as much as 40 cents an hour.

Weekly earnings.—Two-thirds of all male workers earned between \$15.00 and \$22.50 per week; only one-fifth earned over \$22.50. The distribution of females' earnings indicated that seven-eighths of all nonsalaried women earned between \$10.00 and \$17.50 per week. Over half (54.4 percent) earned between \$12.50 and \$15.00 per week. There was little variation in weekly earnings by race.

Seasonality and earnings.—The general average of employment in pineapple canneries was only 19.7 weeks for the year. Half of the employees (50.9 percent) worked 13 weeks or less. It is not surprising, therefore, that one-third of all the employees earned less than \$100, and two-thirds (65.5 percent) earned less than \$200 during the year.

Those whose work was spread over 52 weeks (only 10.7 percent of the total force) earned an average of \$819 during the year, whereas those whose work was spread over 13 weeks or less averaged only \$89 for the year. Although the pineapple-canning industry offers a significant field of employment—in fact one of the largest fields of employment for women in Hawaii—it is obvious that for the majority of such workers it represents only a temporary, recurrent opportunity, providing a rather uncertain and variable fraction of their total income.

PRESENT POSITION OF PINEAPPLE INDUSTRY

In addition to the sharp seasonal fluctuations in the pineapple industry, there have also been marked fluctuations in annual production during the past decade, which have affected not only the number of persons employed in the canning season, but also that smaller basic group (primarily male) which is permanently employed. It was hoped that after the plant wilt of the early thirties and the effects of the world-wide depression of the same period had been overcome, the industry could be stabilized at its former high level. Indeed, in 1937, the export value of canned pineapple and pineapple juice reached a high of \$59,395,090, but in 1938 it dropped to \$38,409,875 (a decline of \$20,985,215) which was about one-third less than the total value of shipments in 1937. This may be largely accounted for by the general economic recession of that year and by the competition of other canned fruits.

The reciprocal trade agreement between the United States and the United Kingdom, in November 1938, reduced the duty on imports of canned pineapples from all British sources, primarily the Federated

Malay States, from 2 cents per pound (Tariff Act of 1930) to 1.5 cents per pound. Because of the most-favored-nation clause in the treaty with Japan, this rate became applicable to pineapples from Formosa also. Partly as a result of this, the total importation from abroad during the first 6 months of 1939 was very nearly equal to the total importation, into the United States, for the whole of 1938. Foreign importations and the sharp competition of domestically produced canned fruit may be expected to cause further fluctuations in the yearly output of Hawaiian canned pineapple. For these reasons the pineapple industry in the Territory as a whole possesses much less stability from month to month, and from year to year, than does the sugar industry.

Thus, in addition to the fundamental labor problems centering in the rapidly changing outlook and character of the workers themselves, the Hawaiian pineapple industry is faced with the problem of marked seasonal and cyclical fluctuations in both canneries and plantations.

Present experimentation looks toward a widening of the harvesting season and increased mechanization as partial solutions. If successful, these techniques will reduce the seasonality of employment, but they will also reduce the total employment opportunity afforded by the pineapple industry.

Public Utilities

Public utilities as a group rank next to sugar and pineapples in importance, their total capitalization being slightly over 37 million dollars and their annual gross revenue over 15 million dollars. The average hourly earnings in 1939 for all workers in this group amounted to 61.8 cents. For males the average was 62.3 cents, and for females 56.2 cents. Hawaiian public utilities maintain weekly hours ranging from 40 to 48 or more. A 40-hour week is typical, however. Over-time is paid for at time and a half. The average weekly earnings of all workers in 1939 were \$26.67. Salaried workers received an average of \$30.36 per week.

Because of the very equable climate and the relative isolation of Hawaii, the demand for the services of public utilities shows little variation throughout the year. Such variations as do occur are due to the fluctuations in the number of tourists, rather than seasonal changes. Because of this and of the fact that the public utilities pay higher wages than other large industries in Hawaii, they experience relatively less seasonality and turn-over.

Printing and Publishing

In the city of Honolulu, in which the printing industry centers, there are 4 daily newspapers with a combined circulation of about 75,000. Of these, 2 are English newspapers, and 2 are Japanese-

English. In addition to the dailies, there are 12 other newspapers, 3 of which are triweekly, the other 9 being weekly. Four of the weekly papers are English, 3 are Filipino-English, 1 is Korean, and 1 Japanese. Outside of Honolulu the chief publishing center is Hilo, Hawaii, in which 1 English and several foreign-language newspapers are published.

All newspapers have departments for handling job printing. There are also smaller, separate, job-printing shops. On May 1, 1938, an agreement was signed with the Honolulu Typographical Union (A. F. of L.) by 6 newspapers and publishing houses in Honolulu. A year later, on March 15, an additional large newspaper signed a similar contract. The contract provides a minimum for journeyman printers of 70 cents per hour, beginning with the day of the agreement. This increases to 80 cents at the end of the first 6 months, to 90 cents at the end of 12 months, to \$1 at the end of 18 months, and to \$1.15 at the end of the second year. The contract also provides time and one-half for overtime, which is defined as more than 8 hours in any one shift or more than 40 hours in a single week.

Nonunion printing shops have a somewhat lower scale, and the oriental-language nonunion shops provide a still lower scale. The marked contrast in wage structure between the union and nonunion shops, and the extremely low wages in some of the nonunion oriental-language shops constitutes one of the sore spots in present Hawaiian labor conditions.

The average hourly earnings of all male workers in printing and publishing were 63.3 cents. Caucasians earned an average of 84.4 cents an hour, whereas Japanese averaged 42.2 cents an hour. Only 23.6 percent of the Caucasians received less than 60 cents per hour, but 86.8 percent of the Japanese, and 51.9 percent of all others, received less than 60 cents per hour.

Construction Industry

WORKING CONDITIONS AND METHODS OF PAYMENT

For the purposes of analysis, private and public construction in Hawaii must be strictly separated.

Private construction, for all but very large projects, is under the control of Japanese contractors. Many of the contractors for the smaller jobs have no established offices and maintain very little in the way of records.

The lowest paid carpenters in private construction are boy apprentices who receive \$1 to \$1.25 per day of 8½ hours (7 to 4:30, with 1 hour for lunch). With gradual improvement in skill they earn \$2 to \$2.50 per day within 2 years, and up to \$4.50 per day in 6 or 7 years. A skilled "finishing carpenter" or a foreman receives

about \$5.50 per day. Most of the Japanese contractors hire their carpenters directly, but let all of the other work (plumbing, plastering, electrical work, etc.) to subcontractors.

Subcontractors pay about the same wages as contractors. They must estimate their bids very closely, however, and give this as their reason for frequently requiring their men to work a half hour extra per day without extra pay. Both contractors and subcontractors hire their men by the job or day with no guaranties as to number of days of work. The usual pay-roll period is 2 weeks.

On ordinary days, overtime is paid for at the rate of time and one-quarter, but Sunday or holiday work is paid for at the rate of time and one-half. Work for less than 1 day is paid by the hour.

There are no minimum guaranties as to wages. A bonus is sometimes paid as a special inducement for intensive work when a job is being completed under pressure, or when there is special need for particularly careful work, but such bonuses are rare.

The typical Japanese contractor keeps about 6 men in his regular crew. These he tries to keep employed so as to hold a minimum nucleus of workers. Whenever he is especially busy, outsiders or extras are hired and as readily fired, since the contractor feels no responsibility for them. There are in Oahu about 120 members of the Japanese Contractors' Association. These men have in their employ approximately 900 to 1,100 workers.

Public construction, representing over two-thirds of all construction, is in an entirely different category, since it is subject to government supervision to enforce established regulations as to minimum wages and maximum hours. These regulations vary as between the different governmental agencies controlling the construction.

Standard practice required by the Public Works Administration for Federal-aid projects in this category requires that contractors pay a minimum of \$1 per hour for skilled labor, 65 cents per hour for intermediate labor (such as truck drivers), and 55 cents per hour for unskilled labor. This is for a 40-hour week (8 hours per day, with Saturdays off). The city and county projects require a 55-cent minimum and a 40-hour week, but make no further specification. Territorial construction permits a 45-hour week and requires that a minimum of \$3 per day be observed (including \$3 for a half day on Saturday, or \$18 per week).

Federal-aid highway construction requires the payment of a minimum of 45 cents per hour for unskilled labor, 70 cents for intermediate labor, and \$1 for skilled labor. Until October 1939 the standard week was 44 hours; from then until October 1940 it was 42 hours; and thereafter, 40 hours.

All Federal work in the navy yard requires the use of citizen labor. Civilian workers in the navy yard have a 45-hour week (7:45 a. m.

to 4:15 p. m., with a 30-minute lunch period, and 5 hours on Saturday). They are allowed a 30-day vacation per year, with pay, and 15 days' sick leave in addition. The number of men hired for new naval construction will fluctuate sharply. There is, however, a large civilian personnel for the maintenance of buildings and equipment that remains fairly constant. With the increasing importance of Pearl Harbor as a naval base, this personnel is gradually expanding.

DIFFERENCES IN LABOR STANDARDS IN PRIVATE AND PUBLIC CONSTRUCTION

The sharp distinction in the position of labor in public and private construction is revealed in a distribution of average hourly earnings. Over half of the workers (51.8 percent) in private construction received less than 45 cents per hour, whereas no worker in public construction received less than 45 cents. Only 8.6 percent of those in private construction received 65 cents or more per hour, whereas 52.1 percent of all employees in public construction received 65 cents or more per hour.

The difference appears more clearly in the case of unskilled laborers, among whom the highest hourly earnings in private construction were less than the lowest hourly earnings in public construction.

Weekly earnings do not show so great a discrepancy as hourly earnings, because of the very pronounced difference in average hours worked per week. In public construction these were 33.6 hours, and in private construction 47.6 hours, or 14 hours per week more. Observation and conferences with individual laborers in the construction industry indicated that more careful supervision was needed on some of the public construction projects to prevent infringement of established regulations, and that in private construction subcontractors tend to demand unreasonably long hours.

Miscellaneous Manufacturing

Aside from the manufacture of raw sugar, the pineapple canneries, and the printing industry, the principal manufactures are the production of cans, the canning of tuna fish, the fabrication of construction boards from sugar-cane waste, and some relatively small iron foundries.

Each of these manufactures is represented by only one or two enterprises. In view of the strictly confidential nature of the pay-roll reports of any individual enterprise, it is the Bureau's practice not to present data for fewer than 3 companies, in order to prevent disclosure of the identity of any single firm. It is therefore impossible to report wages, hours, and working conditions in a given manufacturing industry in Hawaii, since to do so would involve reports on single companies.

On the other hand, the wage structures of these various manufacturing industries are far from homogeneous.

The data given here, therefore, are not typical of any one of the fields covered, but they do present a picture of the employment conditions in the miscellaneous manufactures in Hawaii as a whole in contrast with agricultural earning opportunities. The wage data should be interpreted in these terms only.

HOURLY EARNINGS

Male workers averaged 52.6 cents per hour. Well over half of them (56.8 percent) received between 35 and 50 cents per hour. The range in hourly earnings by race was fairly large. Hawaiians and Part-Hawaiians averaged 56.9 cents per hour, Caucasians 56.3 cents, Japanese 48.1 cents, Filipinos 41.7 cents, and all other races 54.5 cents.

Female workers in these industries received distinctly lower average hourly payments—24.4 cents. Japanese women, who constituted over four-fifths of all female workers in these fields, averaged only 22 cents per hour. Caucasian women, representing slightly less than one-tenth of total employment, averaged 37.7 cents per hour. All other races combined averaged 30.2 cents.

ANNUAL EARNINGS

Racial variations in respect to both hours and earnings are large, and differences in hours and earnings, by sex, are even greater. The principal occupational opportunity for women in the group of manufactures represented here is in tuna canning. The work is not only seasonal but extremely variable as to hours of operation per week, which depend upon the catch. This explains the low average of 20.8 hours of employment per week for the Japanese women, since most of them are employed in this industry. It also explains the very low average annual earnings of Japanese women (\$98), since for the great majority of them tuna canning represents only a temporary source of income during a few weeks of irregular employment, rather than a permanent position.

For a fairly large group of male workers, on the other hand, miscellaneous manufactures offer more regular employment. The distribution of male workers, according to annual earnings by weeks worked, indicates that only 9.3 percent received less than 13 weeks of employment. Another 8.8 percent received between 13 and 28 weeks. But 81.9 percent worked over 28 weeks, and about half of all male workers (49.7 percent) worked during 52 weeks of the year. This latter group averaged \$1,250 for the year, the average annual earnings of all male workers, including those who worked any part of the year, being \$920.

Longshore Work

The Territory of Hawaii is over 2,000 miles from the American mainland, yet it is as dependent upon and as completely integrated with the American economy as any of the States. Because of this, and because of the imperative necessity for frequent and large shipments to coordinate the production and exchange of goods between the Islands longshore workers occupy a significant position.

It is characteristic of this work that it makes frequent intense demands for relatively brief periods. In Honolulu, where such work centers, regularly scheduled steamer arrivals and departures make it possible to devise a program for reducing lay-offs and spreading peaks by adjusting the less urgent jobs to fill in between the immediate ones. In spite of careful planning, however, the occasional conjuncture of several arrivals and departures at one time will require intense work and overtime hours to meet the sudden peak in the demand for longshoremen.

LABOR SUPPLY

Two races constitute over two-thirds of all workers included in the industry, the Japanese representing 35.4 percent, and Hawaiians and Part-Hawaiians 33.8 percent. Of the remaining races, Caucasians comprise 13.6 percent, Filipinos 10.3 percent, and all others 6.9 percent. Among the salaried workers, exactly one-third were Caucasians and one-quarter Japanese. Filipinos had an extremely small representation in the salaried group.

Of the workers directly engaged in loading and unloading operations over two-fifths were Japanese (42.5 percent). Hawaiian and Part-Hawaiian workers constituted 34.3 percent of this group.

EARNINGS

Nearly two-thirds (61 percent) of the nonsalaried workers received between 65 and 75 cents per hour. It should be noted that nonsalaried workers averaged higher weekly earnings (\$29.65) than salaried (\$28). In May 1939, nonsalaried workers averaged 40.7 hours per week. Nearly half (46 percent) of all workers received an average of between \$22.50 and \$32.50 per week.

There is some degree of seasonality in the shipment of certain products, particularly pineapple products. This seasonality differs in respect to different goods, however, so that no exceptionally pronounced seasonal problems are experienced in Honolulu and Hilo. As previously explained, by carefully planning the work program relative to steamer schedules, a fairly continuous employment is provided for the "regular workers."

The average annual earnings of all workers were \$974. There was a fairly sizable group, however (representing 10.4 percent of the

total force), which received less than \$50 during the year. This group distinctly lowered the average of the more fully employed. A distribution of all workers according to annual earnings reveals that, whereas well over one-quarter of the total number of employees received less than \$500, 3.4 percent received between \$500 and \$750, and nearly half (47.8 percent) received between \$1,000 and \$1,500. This concentration of workers in one group with average annual earnings of between \$1,000 and \$1,500 and another with very much lower annual earnings, is due to the fact that the management attempts to give fairly continuous employment to a large body of regular workers, and increases this force when necessary by taking on outside workers for periods of more than normal demand.

Trade and Service Industries ¹⁰

MERCANTILE ESTABLISHMENTS

In nearly all of Hawaiian industry there is a significant difference in the wage structures and working conditions in Honolulu and the island of Oahu, as compared with those of the other islands. This is especially noticeable in the case of mercantile establishments. In Honolulu, women constituted three-fifths of the total employed. Caucasian women were by far the largest single group, representing 54 percent of all woman employees. Japanese women constituted 27.6 percent, and Chinese women, 13.7 percent.

Japanese men comprised 13.4 percent, Caucasians 33.4 percent, and Chinese 22 percent, of all male employees in Honolulu stores.

Hourly earnings, Honolulu.—Hourly earnings of saleswomen ranged from a low of 11.5 cents for a Chinese, to \$1.92 per hour for a Caucasian saleswoman. None of the Caucasian women earned less than 20 cents per hour, whereas approximately one-third of all Japanese and Chinese women received less than 20 cents per hour. Seventy percent of all women earned less than 40 cents per hour. The median earnings for all saleswomen were 34 cents per hour.

Hourly earnings of salesmen were considerably higher, the median being 54.4 cents. There was a wide range in earnings by race, Caucasian men averaging 72.3 cents, whereas Japanese men averaged only 34.5 cents.

Weekly hours and earnings, Honolulu.—Hours ranged from 42 hours per week (six 7-hour days) to over 60, many of the smallest oriental shops remaining open evenings and Sundays. Median weekly earnings for Caucasian women were \$18.05, whereas for Japanese

¹⁰ The Women's Bureau assisted in this survey by sending a representative, Miss Ethel Erickson, who made a special study of women in industry in Hawaii. Her study has been separately published as a bulletin of the Women's Bureau, entitled "Earnings and Hours in Hawaiian Woman-Employing Industries." Although other members of the field staff aided in the survey of mercantile and service industries, Miss Erickson is largely responsible for the collection of data and the findings in these fields.

women they were only \$10.85; for Caucasian men earnings were \$33.75, and for Japanese men, \$18.75.

Annual earnings, Honolulu.—In spite of the fact that there is very little seasonality in merchandising in Hawaii, mercantile establishments have a high turn-over. Of all the woman employees, 39.9 percent worked less than 13 weeks and received median earnings of \$45. Only 31.2 percent had employment in 52 weeks of the year; the median earnings for this group were \$770.

On the other hand, 70.6 percent of all men were employed every week throughout the year, and received average annual earnings of \$1,059.10.

Earnings outside Honolulu.—Caucasians constitute a much smaller percentage of the population of other parts of the Territory than in Honolulu. Japanese represent over two-thirds of all employees in stores on the other islands. Average earnings were distinctly lower than in Honolulu, the weekly median earnings for women being only \$9.35, and for men only \$16.30. Over half of the stores outside Honolulu required over 55 hours of work per week.

HOTELS

About 90 percent of the continuously changing tourist population of Hawaii make their headquarters, while there, in Honolulu. Inhabitants of the other islands are frequently in Honolulu for business or shopping. For these reasons, hotels and restaurants play an even greater part in the life of Honolulu than in a typical mainland city. Approximately nine-tenths of all employment in hotels of the Territory is in Honolulu and its environs. The hotels of Hawaii tend to use oriental men and boys instead of chambermaids and waitresses. Hence, women represent only one-ninth of the total labor force. Forty-five percent of all male employees are Japanese, and 28.9 percent are Filipinos. Only about half of the male employees received work during all the weeks of 1938. Their median earnings were \$701.55. Monthly earnings showed a very wide range in all types of work. Room boys received from \$30 to \$52.50. Bellboys received from \$29 to \$45 per month; waiters from \$42 to \$45 per month. The median earnings for male dining-room employees were \$52.20, and the earnings of waitresses ranged from \$30 to \$40 per month. Slightly less than half of all female employees received employment during 52 weeks of the year. The median earnings of all female workers, including those who worked only part of the year, were \$364.19 for 1938, not including perquisites.

OTHER SERVICE INDUSTRIES

In service industries in which women play a very large part, such as laundries, dressmaking establishments, beauty parlors and barber

shops,¹¹ earnings tend to be low and hours long. The median hourly earnings of women in Hawaiian laundries were 24.4 cents. Over 20 percent worked more than 48 hours per week. Conditions in tailoring and dressmaking establishments were especially bad; 38.7 percent of the women in tailoring received less than 8 weeks' employment, and an additional 25 percent received employment of over 24 and less than 40 weeks in a year..

Dressmaking as a women's home industry is a significant occupation in the Territory. Three-quarters of the workers are Japanese. It is not uncommon for "dressmaking schools" to charge Japanese girls fees for training in dressmaking at the same time they are being used to do customer work. Wages, hours, and working conditions in garment manufacturing and dressmaking are considerably below the general standard for Hawaiian industry as a whole. This is also true of oriental barber shops employing Japanese woman barbers.

White-Collar Workers ¹²

The problem of white-collar employment in the Territory is of special importance because in recent years there has been an increasingly intense upward pressure into this field on the part of the second and third generations of plantation laborers. It is not uncommon for the plantation workers to make great sacrifices so that their sons and daughters may receive the benefits of higher education. Large numbers of them graduate from high school, special-training schools, and even from college into the active life of an economy in which the largest occupational opportunity is that of a field worker on a plantation. Such work does not offer scope for the exercise of their capacities nor does the plantation community have much to offer in the way of intellectual and cultural life.

Broadly speaking, it may be said that, among those firms included in the study, the smaller establishments paid lower wages for longer hours. In Hawaii most offices open at 8 a. m. and close at 4 p. m., with 30-45 minutes for lunch, and a half day off on Saturday. Some of the best offices have a half day off on Wednesdays and the whole of Saturday, but this is exceptional. The range in regular hours per week is, thus, from as low as 33 to over 50, but the overwhelming

¹¹ With the exception of a very few unions shops, Hawaiian barber shops differ from those on the mainland in that they depend largely on Japanese woman barbers, who work long hours at very low rates of pay.

¹² The study of white-collar workers was drawn from practically every industry in the Territory. Since the "factors" (large sugar agencies) and the public utilities maintain the largest office staffs, they have the largest representation in the sample that was drawn. The sample was not representative in one respect, however. There are numerous small retail establishments in which stenographic or other part-time office work may be required. Often such stores (usually oriental) are managed by members of a family. Even when this is not the case, records are usually lacking. Although there is little office work in any one establishment of this sort, in the aggregate it constitutes a significant volume of white-collar work. Conferences with the owners of such establishments indicate that they pay lower salaries and demand distinctly longer hours than do the larger companies.

majority of office workers work between 40 and 45 hours per week. Provisions for vacations with pay, sick leave, group insurance, and pensions vary widely, but the 2-week annual vacation with pay is fairly typical.

MONTHLY EARNINGS

There are three times as many males as females in white-collar work in Hawaii. Caucasians constitute nearly half of the total, although as a racial group they represent only one-sixth of the population. On the other hand, very few Filipinos are employed in white-collar jobs.

During the first half of 1939, Caucasians had the highest average earnings per month—\$139 for males and \$120 for females. One-tenth of the Caucasians received \$195 or more per month, whereas only slightly more than 1 in 30 of all other groups combined received as much.

Japanese, constituting one-fourth of the total employed, received the lowest average monthly wage (\$98). Chinese represented a smaller group than the Japanese (one-fifth of the total), but had distinctly higher average monthly earnings (\$124).

ANNUAL EARNINGS

There is relatively little seasonality in office work in Hawaii. Such turn-over as does exist is due primarily to the fact that office workers come from continental United States to work for a while, and then return.

In 1938, 17 percent of all the employees were reported as working less than 52 weeks. For those whose work was spread over 52 weeks, average annual earnings were \$1,527. Males averaged \$1,610 and females, \$1,306.

Present Outlook for Hawaiian Labor

A general discussion of the position of labor in the Hawaiian economy as a whole was presented in the first article in this series. In conclusion a few comments on some of the broad fundamental factors affecting the outlook of Hawaiian labor are indicated.

Among these are—

(1) The present and rapidly growing importance of Hawaii as an outpost of national defense. This has immediate repercussions on labor, because of vast outlays for new construction, not to mention industries supplying the requirements of an increased defense personnel.

It also has long-run implications. The changing relations between naval authority and civilian government in the Territory inevitably affect the status of labor. Moreover, as defense requirements increase in importance, they may even impinge on the structural organization

of the economy itself. There is, for example, an increasing desire on the part of defense officials for a diversification of crops to provide greater self-sufficiency, in case the Islands were temporarily cut off from the mainland.

(2) The increasing popularity of Hawaii as a tourist and recreation center, particularly since many other parts of the world are now closed to travel. *This brings with it obvious implications for labor and industry.

(3) The present urgent "Statehood for Hawaii" movement. Should this succeed, it would produce changes in the organization and in the political position of labor in the Territory.

(4) The Territorial Department of Labor and Industrial Relations¹³ which began to function in January 1940. As now constituted, this is more of an organ of management than of labor. It should provide the background of statistical and other information for improvement in legislation and labor policy.

(5) Rapid technical advances in the sugar and pineapple industries. Very recent developments include an improved type of cane, the "grab harvester," the gassing process, and the field fruit carrier, not to mention numerous others in the experimental stage. The effect of these is to increase the number of technical (and less back-breaking) jobs which will be acceptable to trained citizen laborers. These advances, however, will also decrease the total employment opportunity on the plantations.

(6) The rapid change in the character of labor itself.

The imported plantation laborers (Chinese coolies, Japanese peasants, Filipinos, Portuguese, and Puerto Ricans) had certain characteristics in common. They were drawn from the lowest paid ranks of the countries from which they came. Bad as were the working conditions in Hawaii at the time they migrated, they were better than those of the countries of their origin. Hence, the imported workers accepted conditions which would not be tolerated today.

¹³ In April 1939, the Territorial Legislature adopted an act creating the Department of Labor and Industrial Relations. The functions of the department, as defined by the act, have to do with (1) unemployment compensation and workmen's compensation, (2) enforcement of labor laws, (3) the conduct of hearings on labor and industrial relations, and (4) the maintenance of a bureau of research and statistics. The authority of the department is vested in the commission of five members, "not all of whom shall belong to the same political party." Such commissioners serve without pay, but receive necessary expenses incurred in the discharge of their duties. They are required to meet at least once a month, and are empowered "to make, modify, and repeal reasonable rules and regulations of general application for the protection of life, health, and safety of employees in every employment." "The rules and regulations, and any amendments thereto, when approved by the Governor and published, shall have the force and effect of law."

The director, who is appointed by the commission and responsible to it, is empowered, "subject to the supervision and control of the commission * * * to supervise and direct the operations and functions of the four bureaus, * * * to cause the enforcement of rules and regulations of the commission, * * * to propose to the commission such rules and regulations or changes in the rules and regulations as he may deem advisable, * * * to cooperate with any employee in the enforcement of a claim for personal services, * * * to hold hearings."

They were for the most part ignorant and childlike. Therefore, they effected a ready adaptation to the paternalistic policies of management. They had, prior to their arrival, little or no contact with foreigners. Hence, each group looked upon the others with suspicion (often with antagonism as racial competitors). In fact, in the earlier days, plantation management quite frankly planned the importation of new racial groups as a means of disuniting labor and checking worker demands.

Most of these immigrants have come out of backgrounds in which labor unions were unknown. Such organizations as they have (even today) tend to be religious or social, and are rather strongly segregated along racial lines.

The descendants of these migrants, however, are decidedly different. They are accustomed to American standards. They are educated in American schools. They intermingle freely on a democratic basis on playgrounds and in the classroom. When they become adults, their attitudes and outlook are similar to those of other American citizens.

For the plantations, the shift from immigrant labor to citizen (second and third generation) labor is a recent and a very rapid development.

In 1930 the immigrant labor constituted 88 percent of the total plantation employment. In January 1940 nearly half of this total consisted of citizen laborers. In other fields of employment much larger percentages are in this category. Today over four-fifths of the total population of the Islands are citizens.

These facts carry significant implications in respect to labor attitudes, unionism, labor-management relations, and Territorial legislation. From this point forward, labor in Hawaii cannot be properly described as oriental. The problems of labor are those of Americans—largely of oriental origin, it is true—but trained from birth in American standards and viewpoints.

This basic change permeates and is a part of all Hawaiian problems. It will inevitably hold an important place in the future calculations of labor, management, and government.

PRICES AND THE WAR

By SAUL NELSON and ARYNESS JOY, *Bureau of Labor Statistics*

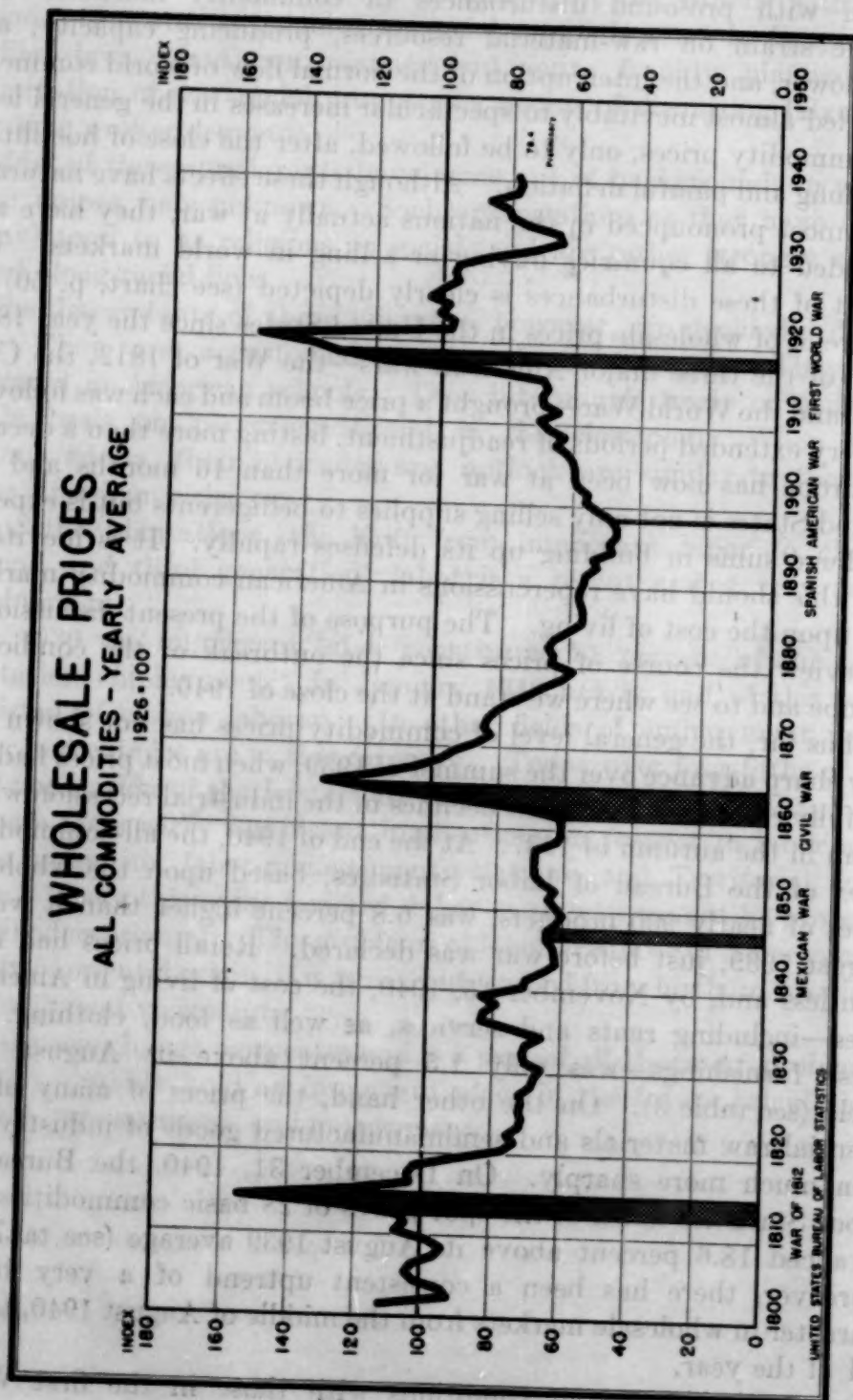
MAJOR wars of any considerable duration have always been associated with profound disturbances in commodity markets. The terrific strain on raw-material resources, producing capacity, and manpower, and the interruption of the normal flow of world commerce have led almost inevitably to spectacular increases in the general level of commodity prices, only to be followed, after the close of hostilities, by a long and painful deflation. Although these effects have naturally been most pronounced in the nations actually at war, they have also extended to all countries buying or selling in world markets. The extent of these disturbances is clearly depicted (see chart, p. 50) by the trend of wholesale prices in the United States since the year 1800. Each of the three major American wars—the War of 1812, the Civil War, and the World War—brought a price boom and each was followed by very extended periods of readjustment, lasting more than a decade.

Europe has now been at war for more than 16 months and the United States is not only selling supplies to belligerents but is expending huge sums in building up its defenses rapidly. It is inevitable that this should have repercussions in American commodity markets and upon the cost of living. The purpose of the present discussion is to review the course of prices since the outbreak of the conflict in Europe and to see where we stand at the close of 1940.

Thus far, the general level of commodity prices has not shown any very sharp advance over the summer of 1939, when most prices had not yet fully recovered from their declines in the industrial recession which began in the autumn of 1937. At the end of 1940, the all-commodities index of the Bureau of Labor Statistics, based upon the wholesale prices of nearly 900 products, was 6.8 percent higher than it was in August 1939, just before war was declared. Retail prices had risen even less and, by November 15, 1940, the cost of living in American cities—including rents and services, as well as food, clothing, and house furnishings—was only 1.5 percent above its August 1939 level¹ (see table 3). On the other hand, the prices of many of the essential raw materials and semimanufactured goods of industry had risen much more sharply. On December 31, 1940, the Bureau of Labor Statistics index of the spot prices of 28 basic commodities had advanced 18.6 percent above its August 1939 average (see table 1). Moreover, there has been a consistent uptrend of a very broad character in wholesale markets from the middle of August 1940, to the end of the year.

In comparing present conditions with those in the first World War, it is well to point out that then, too, the first 16 months of

¹ A sharp increase in food costs between November 15 and December 15, 1940, was largely responsible for an increase in the cost-of-living index on the latter date to 2.1 percent above the August 1939 level. These data were released too late for inclusion in the body of the article.



conflict in Europe did not bring any marked advance in the general level of American commodity prices. Wholesale prices did not really start to rise until the autumn of 1915 and, by December of 1915, they were only 6 percent higher than they had been in 1913. Similarly, the cost of living in 1915 had hardly started to advance. Consequently, it should not be inferred, from the fact that price changes so far have been generally moderate, that there is no possibility of a substantial rise should hostilities abroad and the defense program at home put greater demands upon the domestic economy.

At the same time, it should also be recognized that conditions today are profoundly different in many ways from those in the World War of 1914-18. Our raw-material resources are very much greater and our dependence upon foreign sources of supply correspondingly less. Our manufacturing facilities have been very greatly expanded and some key industries which were in their infancy in 1914 seem now fully able to supply not only our own defense needs but also some of those of Great Britain. The most striking contrast in this respect is probably the American chemical industry, particularly with regard to coal-tar products. For example, average prices of many synthetic dyes ordinarily made in Germany, were three to four times as high in 1915 as they had been in 1914. The price of toluene, which is an essential ingredient of modern explosives, was more than eight times as high in 1915 as in 1914, and the price of caustic soda more than twice as high. Today, in contrast, the prices of these commodities have changed scarcely at all from their pre-war levels.

The current situation, then, presents both parallels and contrasts to that 25 years ago. Now, as then, our commodity markets are really just beginning to feel the impact of war demand abroad and rearmament needs at home. On the other hand, American industry today is much better prepared to supply what is needed, with no more than a limited amount of disturbance.

Commodity Prices Before the War

In order to appraise the significance of the price changes which have occurred since the outbreak of war in Europe, it is first necessary to review briefly the situation prevailing in the late summer of 1939. The general level of wholesale commodity prices was low, judged by almost any criterion. During the week ended August 19, 1939, the all-commodities index of the Bureau of Labor Statistics, which represents the whole range of markets and includes nearly 900 price series, was at 74.6 percent of its average 1926 level. Except for minor interruptions, it had been declining steadily since the autumn of 1937 and was lower than at any time since 1934. The decline in the first part of 1939 had been particularly pronounced for farm products and for

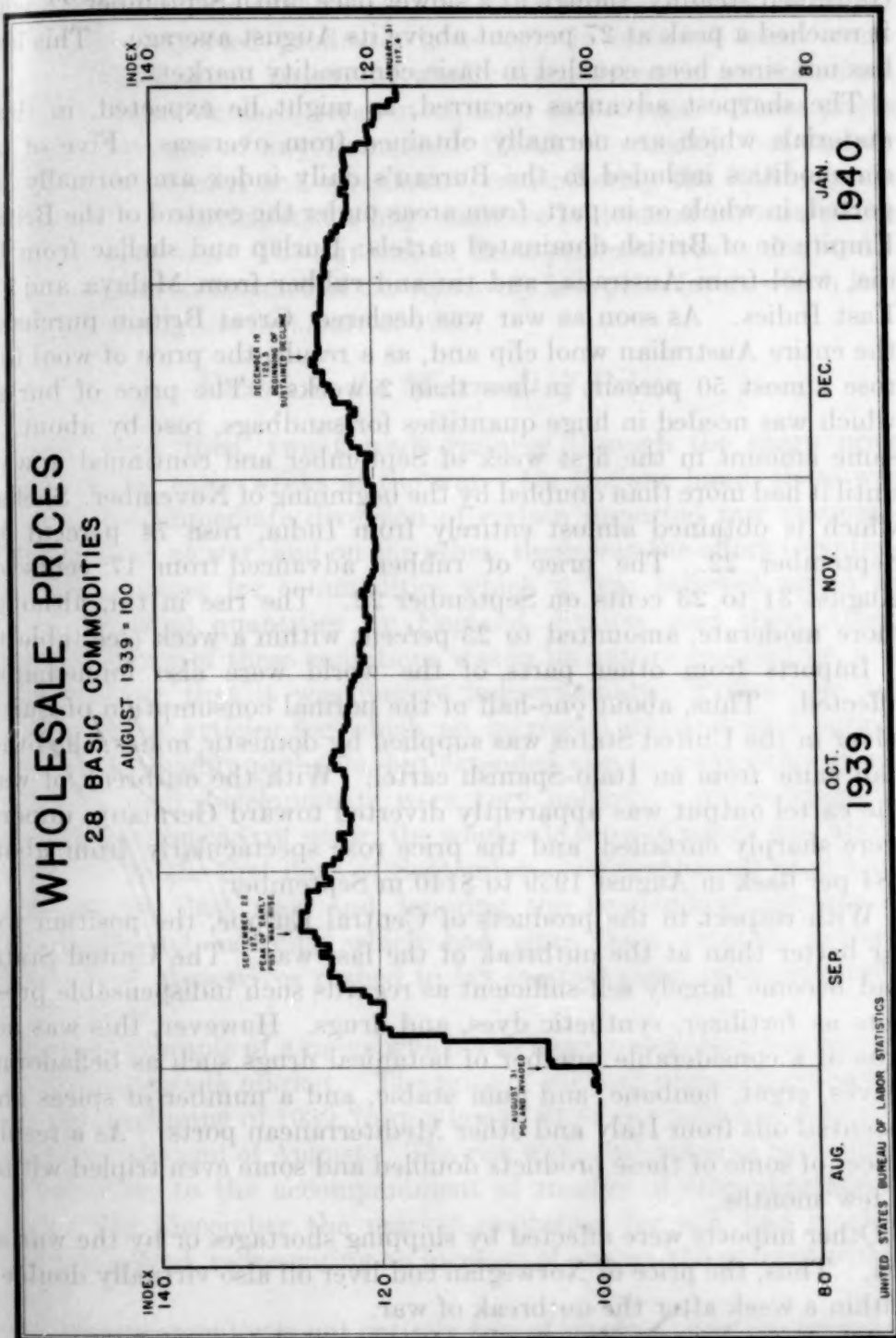
foods. Thus, for the week ended August 19, the average wholesale price of farm products was almost 40 percent lower than in 1926 and only 25 percent higher than the average for the year 1932. In the case of foods, the index had fallen to 66.2, also a 5-year low. Certain special classes of commodities, such as cereal products and dairy products, had fallen even farther, and the Bureau's indexes representing their average prices were lower than they had been since 1933, when prices were still in their initial stages of recovery from depression.

In retail markets, the level of prices was also relatively low. As of June 15, 1939, the cost-of-living index, showing changes in the cost of goods purchased by wage earners and lower-salaried workers in 33 large cities, was about 25 percent lower than it had been in 1926. Moreover, wage earners' costs of living were only 9 percent higher than in the summer of 1933, the low point for the depression.

The most important single component of the cost of living—food—had experienced a particularly severe decline. In comparison with 1926, retail food prices were down by 32 percent. Of considerable consequence was the fact that there had recently been a sharp drop of 12 percent in retail food prices from 1937 to the summer of 1939.

In the months immediately preceding the outbreak of the war, therefore, it is not surprising that many analysts of the price situation were primarily concerned with the attainment of price relations within the United States which would hasten full economic recovery, rather than with any fear of runaway prices. Prices in many sectors of the economy appeared to be too low to be consistent with the full employment of America's resources of men and materials. This was particularly true with regard to farm products as they affected farmers' income and purchasing power. These prices had in general gone down farthest during the depression of the early 30's and during the 1937-39 recession. Although prices for a few commodities may have appeared too high, the problem was generally regarded as one of insuring a moderate, but sustained, advance in the prices of these depressed commodities.

When Poland was invaded on the night of August 31, and Britain and France declared war 2 days later, the entire picture changed abruptly. The immediate reaction is best shown by the frantic behavior of the basic commodity markets. The Bureau of Labor Statistics daily index of the spot prices of 28 basic commodities, which is representative of the most important raw materials and semi-manufactured goods used in American industry, jumped abruptly on Friday, September 1, by about 4 percent and fractionally the following day as indicated on the chart (p. 53). By the close of the markets on September 5, after the Labor Day holiday had intervened, prices had risen 14 percent above their average levels in the month of



August. Within a single week after the outbreak of war, there had been an advance of about 20 percent. The rise did not stop there, but continued steadily, though at a slower pace, until September 22, when it reached a peak at 27 percent above its August average. This level has not since been equaled in basic commodity markets.

The sharpest advances occurred, as might be expected, in those materials which are normally obtained from overseas. Five of the commodities included in the Bureau's daily index are normally imported, in whole or in part, from areas under the control of the British Empire or of British-dominated cartels: Burlap and shellac from India, wool from Australia, and tin and rubber from Malaya and the East Indies. As soon as war was declared, Great Britain purchased the entire Australian wool clip and, as a result, the price of wool tops rose almost 50 percent in less than 2 weeks. The price of burlap, which was needed in huge quantities for sandbags, rose by about the same amount in the first week of September and continued upward until it had more than doubled by the beginning of November. Shellac, which is obtained almost entirely from India, rose 74 percent by September 22. The price of rubber advanced from 17 cents on August 31 to 23 cents on September 22. The rise in tin, although more moderate, amounted to 25 percent within a week (see table 1).

Imports from other parts of the world were also immediately affected. Thus, about one-half of the normal consumption of quicksilver in the United States was supplied by domestic mines; the other half came from an Italo-Spanish cartel. With the outbreak of war, the cartel output was apparently diverted toward Germany, imports were sharply curtailed, and the price rose spectacularly from about \$84 per flask in August 1939 to \$140 in September.

With respect to the products of Central Europe, the position was far better than at the outbreak of the last war. The United States had become largely self-sufficient as regards such indispensable products as fertilizer, synthetic dyes, and drugs. However, this was not true of a considerable number of botanical drugs such as belladonna leaves, ergot, henbane, and gum arabic, and a number of spices and essential oils from Italy and other Mediterranean ports. As a result, prices of some of these products doubled and some even tripled within a few months.

Other imports were affected by shipping shortages or by the war at sea. Thus, the price of Norwegian cod-liver oil also virtually doubled within a week after the outbreak of war.

A less direct consequence was a shortage of shipping for the coastal trade, resulting from the large Allied demand. This shortage, continuing to the present, laid the groundwork for price advances which extended well into 1940. For example, tanker rates for shipping petroleum products from Texas to the northeastern States advanced

very sharply. Charter rates rose from about 15 cents a barrel to as much as 65 cents a barrel by February 1940, and the price of fuel oil and bunker oil in northern Atlantic ports rose correspondingly.

The price advance of those early weeks of the war was by no means confined to imported products, however. It included many commodities which come largely or wholly from domestic sources, such as grains, livestock, lard, scrap steel, zinc, and copper. These prices rose, not because of any immediate threat of scarcity, but largely because businessmen and speculators, remembering the closing years of the last war, anticipated a huge increase in demand for sale to the belligerent nations. The advance in these products was undoubtedly more pronounced because of the relatively low price levels which had prevailed during the first part of 1939.

Factors in the Movement of Prices

There were, then, two threads running through the sharp price upturn in the early weeks of the war. On the one hand, there was the real and immediate diversion of certain imported raw materials to the nations at war, and on the other, there was the effort to anticipate price moves for commodities which it was believed would be needed in large quantities by England, France, and their Allies. Since the latter of these conditions was in its nature speculative, it is not surprising that it was largely indiscriminate. Prices rose not only for those articles for which an increased demand or a supply shortage was highly probable, but extended also to many other goods for which such developments were very unlikely. An outstanding example was the case of sugar, the wholesale price of which rose about 35 percent in the first days of September. Remembering what happened in the last war, and ignoring the tremendous increase in sugar-producing capacity which had since been created, dealers, grocers, and housewives rushed to lay in stocks and enthusiastically bid up prices.

Another example of a move which was largely speculative in nature occurred in the silk market. The price of silk had been rising steadily since the beginning of 1939, from a low of \$1.84 per pound in January, to \$2.63 at the end of August. The rise was accelerated in September and October, to the accompaniment of rumors of crop shortage in Japan. By December the market quotation for silk had reached \$4.40 per pound, representing an increase of almost 150 percent within a year.

The Government was not entirely free of responsibility for excessive increases in the prices of some products. For example, about the end of September, the Government suddenly asked for bids for 20,000 tons of manila hemp, which is about half of total normal annual imports.

The price jumped, as a result, from 5 cents to 13 cents. According to testimony presented in a hearing of the Temporary National Economic Committee: "Then the Government withdrew its inquiry, apparently realizing it was having a too unstabilizing effect on the market, and that market has settled back partially, but nowhere near back to the point it was."²

By the end of September, the initial speculative impulse had about run its course, and businessmen paused to appraise the situation soberly. The sugar boom gave way, according to the *Wall Street Journal*, to "utter discouragement over the near-term outlook for sugar in both the world and the domestic pie." The price of rubber lost more than half its gain. Livestock markets turned downward and, by the end of November, hogs were selling for less than they had been in August. Scrap steel, which had risen about 45 percent in September, was less than 25 percent above its pre-war levels by the beginning of December. The Bureau of Labor Statistics daily basic commodity index reflected this change in sentiment by a slow but persistent decline throughout October and November, until on November 20, it was slightly less than 20 percent above its August 1939 average (see chart, p. 53). Prices became somewhat firmer during December but the index failed to equal its early high level.

The general level of wholesale prices during this entire period after war was declared was, of course, affected far less than were the prices of these sensitive raw materials and semimanufactured goods. The Bureau of Labor Statistics index, based on the prices of nearly 900 products, rose from 74.8 (1926=100) for the week ended August 26 to 79.5 for the week ended September 23, an advance of about 6 percent (see table 2). This rise also was confined largely to raw materials and semimanufactured goods; the prices of finished manufactured goods were little affected.

The rise was also not reflected to any large extent in retail prices paid by consumers, since some time is always required for changes in basic markets to work through to retail stores. Between mid-August and mid-September, the only change of consequence was in food prices. The spectacular advances were in staple foods which are traded on organized exchanges and which, in the long memories of many American housewives, had cost so dearly in the last war—sugar, navy beans, lard—all of which went up by 25 percent or more in many cities. Yet, taken as a whole, the cost of principal foods bought by wage earners' families during the first 3 weeks of September was only 5 percent above its August level, and the entire cost of living went up by only 2 percent. By mid-December, much of this advance had disappeared, and again the cost of living was below its level of December 1938.

² Hearings before the Temporary National Economic Committee. Part 21, p. 11140.

During the last quarter of 1939 price trends had been somewhat mixed. A few commodities continued to rise, while speculative excesses in others were being corrected. By the beginning of 1940, however, forces making for lower prices had definitely gained the ascendancy and commodity-market movements entered their second broad phase.

Price-Reaction of Early 1940

The character of the continued price decline, which began in December 1939, can be expressed best in terms of the behavior of the sensitive basic-commodities index. On December 19 this index stood at 25.5 percent above its average of the preceding August, or slightly below its early speculative peak. From that day it declined persistently for about 8 months, until on August 13, 1940, it was only 5½ percent higher than in August 1939 (see chart, p. 53). This aggregate decline of about 16 percent was interrupted only twice, and then very briefly; first, when Denmark and Norway were invaded and, second, when the major offensive started on the western front. In both these cases, apparently, it was at first believed that the conflict would increase in tempo and that as a result there would be a large increase in allied demand for American goods. These expectations failed to materialize and, when France fell and the collapse of Britain seemed imminent, American commodity markets broke badly.

The price decline during most of this period was very broad. This is shown by table 1, which compares the prices of each of the 28 basic commodities as of August 13, 1940, with their early high levels on September 22, 1939, and also with their average prices during the preceding August. Thus, between September 22, 1939, and August 13, 1940, the price of tallow had fallen 50 percent, that of lard and hides more than 35 percent, that of wool tops and wheat more than 20 percent. The price of silk dropped from \$4.40 at the end of 1939 to \$2.55 in the following July. While some products, such as corn, shellac, zinc, and steel scrap, were still selling very substantially above their pre-war prices, most of these products had lost a large share of their early gains and 10 of the 28 were actually being quoted at prices lower than during the month just before the outbreak of the conflict.

During the same period, the general wholesale price level, as represented by the all-commodity index of the Bureau of Labor Statistics, lost fully half of its gains. For the week ended August 10, 1940, this index was at 76.9 of its 1926 average, representing a net gain of 3 percent in the course of a year and a decline of more than 3 percent since the beginning of 1940 (see table 2). The drop in textiles, farm products, hide and leather products, and foods was particularly

pronounced, ranging from more than 8 percent in the case of textile products to 3½ percent in the case of foods.

TABLE 1.—Prices of Basic Commodities ¹

Commodity	Prewar (August 1939 average)	Early post-war high (Sept. 22, 1939)	1940 low (Aug. 13, 1940)	Dec. 31, 1940	Percent of change		
					August 1939 average to Sept. 22, 1939	August 1939 average to Aug. 13, 1940	August 1939 average to Dec. 31, 1940
Daily index of 28 basic commodities.....	100.00	127.2	105.5	118.6	+27.2	+5.5	+18.6
Wheat:							
Kansas City.....bu.	\$0.636	\$0.861	\$0.685	\$0.850	+35.4	+7.7	+33.6
Minneapolis.....do.	.715	.899	.703	.883	+25.7	-1.7	+23.5
Flaxseed.....do.	1.516	1.895	1.545	1.665	+25.0	+1.9	+9.8
Barley.....do.	.457	.565	.440	.510	+23.6	-3.7	+11.6
Corn.....do.	.445	.576	.658	.645	+29.4	+47.9	+44.9
Butter.....lb.	.235	.283	.273	.333	+16.2	+16.1	+41.7
Tallow.....do.	.044	.070	.035	.050	+59.1	-20.5	+13.6
Hogs.....100 lbs.	6.486	7.875	6.675	6.950	+21.4	+2.9	+7.2
Steers.....do.	9.651	10.000	10.625	12.125	+10.5	+17.4	+34.0
Lard.....lb.	.090	.085	.054	.053	+41.7	-10.0	-11.7
Sugar.....do.	.029	.037	.027	.029	+27.6	-6.9	0.0
Coffee.....do.	.076	.079	.069	.075	+3.9	-9.2	-1.3
Cocoa beans.....do.	.044	.063	.042	.053	+43.2	-4.5	+20.5
Shellac.....do.	.098	.170	.145	.155	+73.5	+48.0	+58.2
Rubber.....do.	.167	.225	.200	.208	+34.7	+19.8	+24.6
Hides.....do.	.113	.155	.100	.135	+37.2	-11.5	+19.5
Rosin.....100 lbs.	2.162	2.420	1.650	1.685	+11.9	-23.4	-22.1
Cottonseed oil.....lb.	.055	.074	.055	.061	+34.5	0.0	+10.9
Print cloth.....do.	.047	.056	.048	.054	+19.1	+2.1	+14.9
Silk.....do.	2.672	3.145	2.545	2.575	+17.7	-4.8	-3.6
Wool tops.....do.	.863	1.300	.990	(²)	+14.7	+14.7	(²)
Burlap.....do.	.055	.083	.072	.081	+50.9	+30.9	+47.5
Steel scrap:							
Chicago.....ton.	13.866	18.250	17.750	21.000	+31.6	+28.0	+51.4
Philadelphia.....do.	15.653	18.750	18.500	20.250	+19.8	+18.2	+29.4
Tin.....lb.	.488	.600	.510	.501	+23.0	+4.5	+2.7
Copper.....do.	.102	.118	.106	.119	+15.7	+3.9	+16.7
Lead.....do.	.050	.055	.048	.055	+10.0	-4.0	+10.0
Zinc.....do.	.051	.066	.066	.076	+29.4	+29.4	+49.0
Cotton.....do.	.092	.090	.100	.101	-2.2	+11.1	+12.2

¹ Source: U. S. Bureau of Labor Statistics daily index of basic commodities (mimeographed).

² Specification changed Nov. 15, 1940; no comparable data.

TABLE 2.—Wholesale-Price Indexes of Groups of Commodities ¹

Item	Indexes (1926=100.0)				Percent of change—			
	Prewar (Aug. 26, 1939)	Early post-war high (Jan. 6, 1940)	1940 low (Aug. 10, 1940)	Dec. 28, 1940	Aug. 26, 1939, to Jan. 6, 1940	Jan. 6, 1940, to Aug. 10, 1940	Aug. 10, 1940, to Nov. 30, 1940	Aug. 26, 1939, to Dec. 28, 1940
All items.....	74.8	79.5	76.9	79.9	+6.3	-3.3	+3.6	+6.8
Farm products.....	61.1	69.6	65.2	69.9	+13.9	-6.3	+7.0	+14.4
Foods.....	60.7	71.8	69.3	73.1	+7.6	-3.5	+5.8	+9.6
Hides and leather products.....	92.6	104.0	97.9	102.7	+12.3	-5.9	+5.3	+10.9
Textile products.....	67.4	78.3	71.8	74.2	+16.2	-8.3	+3.3	+10.1
Fuel and lighting materials.....	73.2	73.3	71.6	72.9	+1.1	-2.3	+1.7	- .4
Metals and metal products.....	93.5	96.0	94.9	97.8	+2.7	-1.1	+2.8	+4.6
Building materials.....	89.7	92.9	92.8	99.6	+3.6	- .1	+6.8	+11.0
Chemicals and allied products.....	74.2	77.8	76.7	77.8	+4.9	-1.4	+1.3	+4.9
Housefurnishings.....	87.0	89.8	90.0	90.2	+3.2	+ .2	+ .2	+3.7
Miscellaneous commodities.....	73.1	77.5	76.7	77.1	+6.0	-1.0	+ .9	+5.5

¹ Source: U. S. Bureau of Labor Statistics, Wholesale Prices.

Although wholesale prices were moving lower during the first half of 1940, retail prices, as measured by the Bureau of Labor Statistics cost-of-living index, rose about 1 percent, largely because of higher food prices and a narrower advance in the price of clothing (see table 3). These changes in retail prices to a considerable extent reflected the spurt in wholesale markets in the preceding autumn. For example, retail prices of bread rose 1 cent a loaf in most northeastern cities during January and February 1940, and leading bakers attributed this increase to the fact that flour costs had gone up materially since the outbreak of the war. The slightly higher costs for clothing similarly seem to have been due to earlier advances in raw-material markets, notably those of wool and silk. On the other hand, the increase in retail prices was by no means general; thus, a sharp reduction in the price of electric refrigerators was largely responsible for a decline of 2½ percent in the index of housefurnishing goods between December 1939 and June 1940.

TABLE 3.—Changes in Cost of Living in Large Cities Since August 1939 ¹

Item	Indexes (1935-39 average=100.0)				Percent of change—			
	Aug. 15, 1939	Sept. 15, 1939	June 15, 1940	Nov. 15, 1940	August to September 1939	September 1939 to June 1940	June 1940 to November 1940	August 1939 to November 1940
All items.....	98.6	100.6	100.5	100.1	+2.0	-0.1	-0.4	+1.5
Food.....	93.5	98.4	98.3	95.9	+5.2	-.1	-2.4	+2.6
Clothing.....	100.3	100.3	101.7	101.6	0.0	+1.4	-.1	+1.3
Rent.....	104.3	104.4	104.6	104.7	+.1	+.2	+.1	+.4
Fuel, electricity, ice.....	97.5	98.6	98.6	100.3	+1.1	0.0	+1.7	+2.9
Housefurnishings.....	100.6	101.1	100.1	100.6	+.5	-1.0	+.5	0.0
Miscellaneous.....	100.4	101.1	100.6	101.7	+.7	-.5	+1.1	+1.3

¹ Source: Bureau of Labor Statistics, Changes in Cost of Living.

In general, then, wholesale prices as a group moved consistently downward during the first 8 months of 1940, while retail prices, which had advanced little between August and December 1939, rose slightly. Throughout this period, however, there were many cross currents and these became more pronounced as the summer began.

In the first place, the successive extensions of the war zone meant further curtailment in the supply of numerous imported commodities. When Scandinavia was invaded, the flow of Swedish pulp and Norwegian cod-liver oil stopped entirely. When Italy entered the war and the Mediterranean was closed to commercial traffic, imports from the Balkans, Asia Minor, and southern Russia were stopped. Among the most important of the commodities thus affected was manganese ore from the Russian Caucasus, which is normally its leading source. At the same time, Great Britain was forced to turn to North America for some of the products which it had until then obtained from the invaded countries, such as Swedish steel and pulp and Danish food-

stuffs. For some of these products, she turned to the United States directly; for others, to Canada and other parts of the Empire. But even in the latter case, American markets were indirectly affected. Consequently, while the supply of some commodities, such as copper, became easier as a result of the withdrawal of France from the market, that of others, such as manganese and pulp, became distinctly tighter.

With the inauguration of the national defense program in June and the sharp expansion in Army buying, underlying market conditions underwent a fundamental change. For some weeks, the momentum of the downtrend persisted, but by the middle of August, when defense orders began to be placed in volume, most commodity-prices turned definitely upward and markets entered their third and current phase.

Rise in Prices Since August 1940

The advance since August has differed in a number of important respects from that of the preceding autumn. One of the most striking features of this recent move has been its persistence and its relatively moderate rate, as compared with the much sharper but shorter upturn in September 1939. The Bureau of Labor Statistics index for 28 basic commodities rose for 14 consecutive weeks, from the middle of August until November 19, 1940 (see chart, p. 61). During this period, these prices advanced, by 12 percent, to 118 percent of the August 1939 average, a level about 8 percent below the highest peak attained in September 1939. In the last days of 1940 the index rose again, closing the year at 118.6.

The current price upturn has been both persistent and broad. Where the 1939 rise was largely confined to raw materials and semi-manufactured goods, completely fabricated goods participated fully in the upturn during the autumn of 1940.

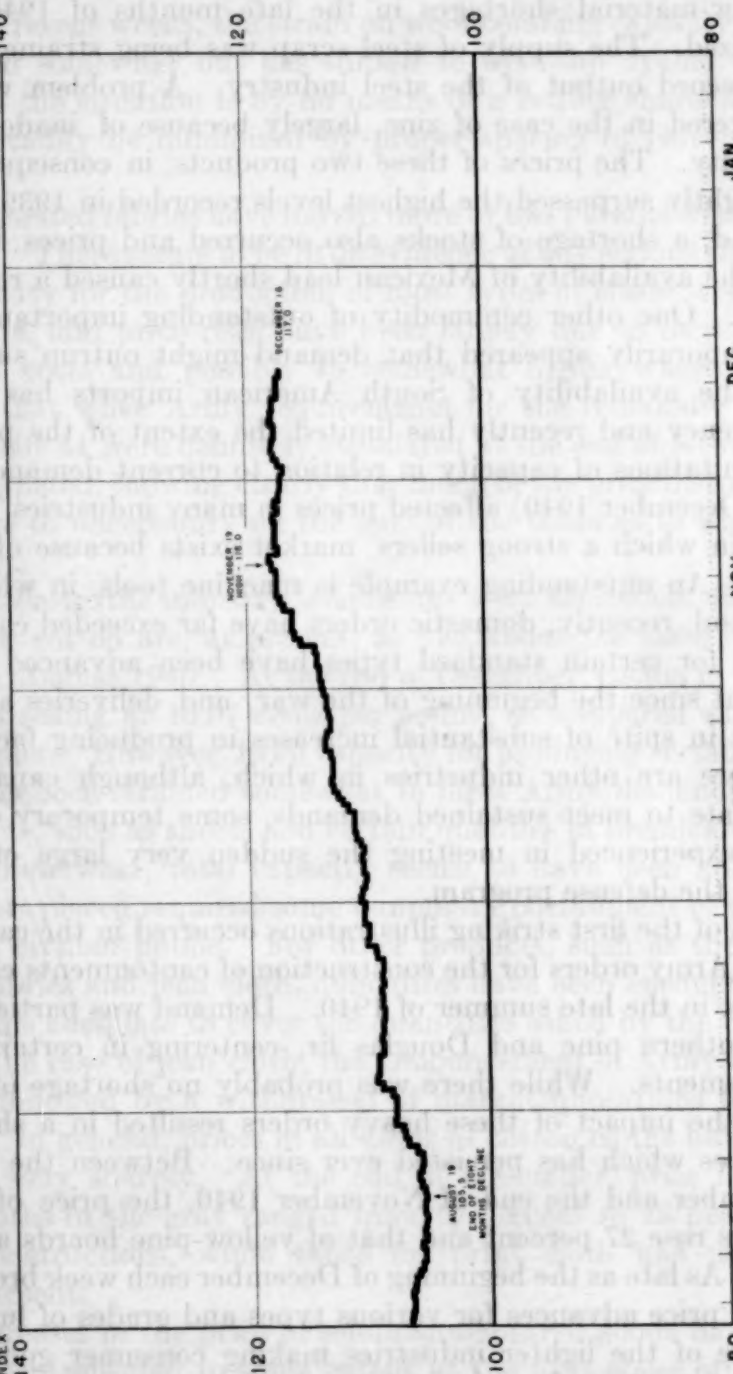
One evidence of this difference in character is the behavior of the Bureau's comprehensive all-commodities index of wholesale prices as compared with that of basic commodities. During the week ended November 30, 1940, this index reached 79.7 percent of its 1926 average, surpassing its 1939 peak for the first time. In other words, although the 28-commodities index, which depicts the behavior of a few leading raw materials and semimanufactured goods, had regained only part of the loss which occurred in the first half of the year 1940, the general level of wholesale prices had risen more strongly and had more than canceled its earlier decline.

This difference in the behavior of the two groups of commodity prices has reflected a very real change in underlying market conditions. In the fall of 1939 the primary problem was to insure an adequate supply of raw materials, whereas, in the fall of 1940, capacity for converting many of these raw materials into finished goods was

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beginning to be taxed, as a result of the combined impact of the national defense program and British purchasing. Although supplies of some raw materials continued to be tight, there had been an important shift in emphasis.

Raw-material shortages in the late months of 1940 were fairly localized. The supply of steel scrap was being strained to maintain the record output of the steel industry. A problem was being encountered in the case of zinc, largely because of inadequate smelter capacity. The prices of these two products, in consequence, equaled or slightly surpassed the highest levels recorded in 1939. In the case of lead, a shortage of stocks also occurred and prices began to rise, but the availability of Mexican lead shortly caused a reversal of this trend. One other commodity of outstanding importance for which it temporarily appeared that demand might outrun supply is wool, but the availability of South American imports has lessened the stringency and recently has limited the extent of the price advance.

Limitations of capacity in relation to current demand have not as yet (December 1940) affected prices in many industries, but there are lines in which a strong sellers' market exists because of limited supplies. An outstanding example is machine tools, in which both foreign and, recently, domestic orders have far exceeded capacity. List prices for certain standard types have been advanced by 10 to 20 percent since the beginning of the war, and deliveries are far behind orders in spite of substantial increases in producing facilities.

There are other industries in which, although capacity appears adequate to meet sustained demands, some temporary difficulty has been experienced in meeting the sudden very large orders coming out of the defense program.

One of the first striking illustrations occurred in the case of lumber. Large Army orders for the construction of cantonments came into this market in the late summer of 1940. Demand was particularly heavy for southern pine and Douglas fir, centering in certain areas near cantonments. While there was probably no shortage of capacity as such, the impact of these heavy orders resulted in a sharp upswing in prices which has persisted ever since. Between the beginning of September and the end of November 1940, the price of yellow-pine timbers rose 27 percent and that of yellow-pine boards about 25 percent. As late as the beginning of December each week brought reports of new price advances for various types and grades of lumber.

Some of the lighter industries making consumer goods have also been strained to meet the needs of the Quartermaster's Service. From the point of view of prices, the most important of these are the cotton and wool textile industries.

In the wool industry, the shortage of raw materials which has already been described was for some months aggravated by inade-

quate wool-combing capacity for converting raw wool into wool tops, from which worsted fabrics are made. As a result, wool-top spot prices rose much more rapidly than those of raw wool, and the effect was also reflected in a relatively lower price level in the futures market for tops. In recent weeks, the strain on wool-combing capacity seems to have eased somewhat but has shifted to wool-top dyeing. This suggests that the situation is by no means of a lasting character and that it can readily be minimized by proper spacing of Government orders.

Prices of worsted fabrics have moved more or less parallel with those of wool tops. There seems to be little evidence of any serious shortage of loom capacity for the production of most types of either woolen or worsted goods, and price rises have been largely due to increases in raw-material costs and possibly to somewhat higher wages. It is noteworthy that when Army requirements for the remainder of the fiscal year 1940-41 were definitely stipulated at the end of November, the market quieted, showing clearly that much of the price disturbance had been due to uncertainty on the part of the trade as to what was expected of it.

In the cotton-textile industry, conditions were somewhat different. Prices of raw cotton are, at present, at just about the same level as they were in August 1940. At the end of December, cotton in 10 spot markets was selling at 10.07 cents per pound, as compared with 9.91 cents in August. However, loom capacity for producing certain kinds of fabrics has been strained somewhat to meet Army demands. For some products, such as sheets and certain qualities of broadcloth used in making underwear, total capacity seems to have been adequate, but the orders placed required some temporary curtailment of production for the civilian public. For other products, such as the heavy industrial fabrics and jean cloth, difficulties have been encountered in obtaining bids adequate to cover the quantities asked by the Government. In the case of jean cloth, the announcement of Army requirements was followed by a withdrawal of market quotations by most producers. In general, prices of all kinds of cotton cloths have risen, though not very sharply. At the end of December, price increases for broadcloths in the gray ranged from 10 percent to 28 percent for different constructions, while those for print cloth had advanced about 13 percent.

These increases in the price of semimanufactured goods have quite naturally been reflected to some extent at the next stage of fabrication. Cotton garments such as overalls and work shirts have advanced in price on wholesale markets substantially since August 1939. Prices of men's suits likewise have gone up 5 to 10 percent on the average. Wholesale prices of sheets and wool blankets have also been advanced during the past few months by many manufacturers.

Coinciding with these price increases, which have resulted directly or indirectly from the European conflict and the domestic rearmament program, have been rises in certain other markets as a result of purely domestic conditions. For example, prices of livestock, particularly steers, were considerably higher in December 1940 than they were at the end of 1939; on December 31, 1940, the current quotation for steers was \$12.13 per 100 pounds as compared with \$10.13 on the corresponding day in 1939. Prices of hogs are also higher, although not by as wide a margin. These trends are apparently the result of reduced slaughterings and it is anticipated by the Department of Agriculture that about 10 percent fewer hogs will be brought to market in 1941 than in 1940.³

The Cost of Living

Despite all these changes in wholesale markets, the cost of living of wage earners has not been affected to any significant extent. From August of 1939 (when the cost of living was at 98.6 percent of its 1935-39 average) to mid-November 1940, the advance amounted to only 1½ percent⁴ (see table 3).

It is, of course, evident that retail prices cannot long remain stable in the face of the broad advance which has pervaded wholesale commodity markets during the past 5 months. Some lag always occurs, since time is required for goods to pass from the hands of manufacturers to those of retailers. With regard to food, the situation is not primarily affected by the war abroad or by the defense program; it is largely a matter of the domestic supply situation.

As already indicated, prices received by farmers, as well as prices charged in retail food stores have recently been at a low level compared with that of the past 5 years. After their initial sharp rise in September 1939, retail food prices again declined in the winter to about the same level as prevailed prior to the outbreak of war. An advance in the summer of 1940, caused largely by higher meat prices, was followed by a return to less than 96 percent of the 1935-39 average. In the next few months some rise may occur in view of the domestic agricultural situation.⁵ It may be enhanced, moreover, by increased consumers' buying power as industrial activity increases.

With regard to clothing, the largest price advances at retail have been those of woolen garments, including men's suits, overcoats, sweaters, and women's coats. In some cities these advances have ranged between 5 and 15 percent over their levels in the summer of 1939. Comment in the trade press indicates that manufacturers and retailers are expecting some further increases on these products

³ U. S. Department of Agriculture. *The Livestock Situation*, July 1940.

⁴ See footnote 1, p. 49.

⁵ For discussion of supplies of particular foodstuffs, see U. S. Department of Agriculture, *The Agricultural Situation*, Annual Outlook Issue, October 1940.

in the spring. It should be remembered in this connection that about one-third of the clothing budget of the wage earner's family goes for woolen clothing. There have also been some increases for certain types of cotton clothing, particularly for work clothing, because facilities for producing the fabrics which are used in these garments have been partly diverted to defense orders. Silk prices, on the other hand, are low and rayon quotations have been fairly stable, so that there has been very little change in the prices of clothing made of these materials. For some types of clothing fixed price lines have been maintained, while style, cut, or quality have been changed in order to reduce cost enough to offset in part the rise of materials prices.

Among the principal housefurnishings, prices of carpets and rugs, which are made almost entirely from imported wool, have gone up by about 15 percent, the principal advances having occurred in the winter of 1939. Prices of woolen blankets have also advanced by about 10 percent. Furniture prices, too, have recently begun to rise in some cities, partly because of higher costs of hardwoods, fabrics, and other special upholstery materials. These advances so far have been small.

The second most important item in the consumer's budget—rent—is almost wholly a local matter. The cost of housing to wage earners will be affected by the extent to which there is pressure on the existing supply of housing in any particular city or town. Taking the large cities of the country as a whole, rents for all types of houses had increased by less than three-tenths of 1 percent from June 1939 to November 1940. However, in many areas where defense orders are large there have been substantial advances ranging from \$2.50 to \$5.00 a month for the lower priced houses renting for less than \$30.00 a month. The trend of city rents during the next few months will depend to a large extent upon the speed with which special housing now contemplated can be erected in areas where defense orders are large and where there has been a marked influx of new workers.

One important stable element in the cost of living is the price of utilities and other services (e. g., medical care, transportation, laundry) which as a rule change very slowly.

All in all, there has been a moderate upswing in wholesale prices since the outbreak of war in Europe, and a much narrower rise in the cost of living. At present businessmen and the Government are actively cooperating to keep these price advances to a minimum. As the year 1941 begins, it is anticipated that any increase in the cost of living in the next few months will be very moderate.

OCCUPATIONS AND SALARIES IN FEDERAL EMPLOYMENT

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Summary

NOT only is the Federal Government the largest single employer of labor in the country, but the diversity of the services it renders to the public requires the widest possible variety of occupational training and experience on the part of its employees. Naval stations and Army arsenals must have toolmakers, machinists, ordnance engineers, instrument makers, tool and gauge designers, and draftsmen. The Department of Interior employs teachers for Indians and Eskimos; geologists, photographers, and map experts for the Geological Survey; as well as highly specialized mining, reclamation, and hydraulic engineers. Federal experimental farms require the services of farm hands and stablemen, entomologists and husbandmen. The list could be extended almost indefinitely, for the Civil Service Commission has in its files some 25,000 different titles of positions in both the departmental and field services which have been officially reported to it by the various Government departments and agencies.

Civilian employees in the Federal service numbering 808,715 at the end of 1938 were included in this study. The Postal Service used more of these employees than any other single department or agency. Nearly a third of the 808,000 employees had positions as postmasters and assistant postmasters or as postal clerks and carriers.

Men held 82 percent of all the jobs at the end of 1938. Nearly 56 percent of the positions held by women were of a clerical nature.

The average age for all employees was 40.8 years, but women employees were 4.6 years younger than men, the average ages being 36.9 years for women and 41.5 for men.

Annual earnings of Government employees varied more with occupation than with age. The averages for the major occupational groups, exclusive of postmasters and assistants, ranged from \$1,192 for unskilled trade and manual workers to \$3,137 for persons in technical, scientific, and professional occupations. For the most part salaries increased with the age of the employee, but the range was compara-

¹ Prepared under the direction of Archie C. Edwards, chief of the Statistical Division, United States Civil Service Commission, and Herman B. Byer, chief of the Division of Construction and Public Employment, United States Bureau of Labor Statistics.

tively narrow. Employees under 25 years of age had average earnings of \$1,360 and those of 50 but under 60 years earned \$2,053. The average salary of civilian employees in the Federal Government, regardless of occupation or age, was \$1,871 at the end of 1938.

There are many phases of governmental employment which would afford fruitful and interesting studies, but the content of accessible records and the time available have limited the present study to three major aspects—the occupation, compensation, and age of civilian employees in the Federal service.

Scope and Method of Study

This article summarizes findings on the occupational and earnings status of 808,715 civilian employees of the Federal Government as of December 31, 1938.² The survey was made jointly by the Bureau of Labor Statistics and the Civil Service Commission. The information was obtained from the service-record files maintained by the Civil Service Commission. These files contain records not only for persons employed under the Civil Service Act and Rules, but also for most of the non-civil-service employees.³ The principal groups in the executive branch not included in this survey are persons employed temporarily under civil-service rules, and employees of the Tennessee Valley Authority, the Work Projects Administration, and the National Youth Administration. A few other agencies or establishments are not included, but their employees are numerically insignificant in a survey of this scope.

Unfortunately, either it was not feasible or sufficient information was not available to make certain break-downs of the data which would greatly enhance the value of the present tabulations. No distinctions have been made between civil-service and non-civil-service employees, although the former are employed under more standardized conditions and enjoy many perquisites not accruing to the latter. Roughly 572,000, or more than 70 percent, of the 808,715 persons included in this survey were occupying classified civil-service positions.⁴ Likewise, workers employed within the District of Columbia have not been segregated from those situated in the States and Ter-

² For the purpose of this study December 31, 1938, was selected because it was the latest date for which complete data were available at the time the sample was drawn. On June 30, 1940, there were 1,002,820 civilian employees in the executive branch of the Federal service, of whom 726,827, or 72.5 percent, were occupying classified civil service positions. It is believed that the occupational distribution of employees at the present time would be proportionally about the same as at the time of this study except for a somewhat larger concentration of men in trade and manual positions as a result of the national defense program.

³ In addition to personnel in the executive branch, this total includes employees in the judicial branch, in the Library of Congress and Botanic Garden, and policemen and firemen in the District of Columbia Government.

The service-record files do not contain records for all of the employees of non-civil-service agencies included in this survey, but for sampling purposes they may be regarded as complete.

⁴ Classified positions are those which are filled in accordance with the competitive requirements of the Civil Service Act and Rules.

ritories. Approximately 116,300 persons, or slightly less than 15 percent of the total, were employed in the District.

The tabulations presented are based on a 25-percent random sample of the service records maintained by the Civil Service Commission. The sample data have been raised to represent 100 percent of the employees in the departments and agencies included. Throughout, the figures should be regarded as estimates, but it is believed that the distributions and averages shown are entirely reliable.

The primary emphasis in this survey is on the occupational distribution of Government workers. It is therefore essential to stress the fact that there is no standardization of position titles in the service, although progress is being made in the direction of greater uniformity. The vast number of different titles of positions—some 25,000 in the departmental and field services—necessitated grouping positions in order to avoid an unwieldy and burdensome presentation. In the majority of the tabulations eight broad occupational categories have been used,⁵ as follows:

1. Technical, scientific, and professional.
2. Semitechnical, semiscientific, and semiprofessional.
3. Postmasters and assistants.
4. Managerial and administrative.
5. Postal clerks and carriers.
6. Clerical.
7. Service (building service, protective activities, and other service occupations)
8. Trade and manual. (This group has been further subdivided by skill level into skilled, semiskilled, and unskilled occupations.)

Major Occupational Groups

Postal clerks and carriers formed the largest occupational group of civilian employees in the Federal Government. Almost 26 percent of the total, or 209,000 jobs, were in this category. Postmasters and assistant postmasters accounted for practically 6 percent more of the total shown in table 1. In other words, these postal employees made up nearly a third of all the workers under discussion. Most of them, of course, were employed outside the District of Columbia.

⁵ It is important to emphasize that these occupational groupings are not identical with the groupings for salary classification in the Classification Act of 1923, as amended. In the Classification Act various series of positions are grouped for pay purposes, but this act is mandatory only for civil-service employees in the District of Columbia, and several large groups of these employees do not come within the scope of the Classification Act. The occupational code of the United States Employment Service has been used as the basis for the present occupational grouping of Government positions. It will be noted that under this grouping the technical, scientific, and professional category includes accountants, librarians, social and welfare workers, and certain other groups, most of whom are not placed at the professional level by the Classification Act. The subprofessional service under the Classification Act is not synonymous with the semitechnical, semiscientific, and semiprofessional grouping as used in the occupational analysis, although for the most part the two groups are similar; there are certain other variations between the two groupings. Many of the position titles reported by Government departments and agencies cannot be placed in a specific occupational group because of the absence of sufficient information relating to the duties of the positions. For this reason, it will be noted that there are a number of "other" categories which consist primarily of these positions with general titles; they also include other numerically insignificant categories of occupations. The occupational grouping is shown in detail in table 5 (p. 83).

The next largest group was that of trade and manual workers who comprised nearly 23 percent of the total. More than half of this group were skilled workers. Among them were plumbers, carpenters, electricians, machinists, and welders, many of whom were employed to keep Government property in repair, to construct ships, or to manufacture munitions. A large number of the employees of the Government Printing Office were also included among these skilled workers.

Clerical workers, other than those in the postal service, were next in importance, with 148,000 jobs. Secretaries, file clerks, statistical clerks, and other office workers were in this group.

Technical, scientific, and professional positions accounted for more than 9 percent of all the jobs. The work performed by these employees is based upon the established principles of a profession or science and requires training equivalent to that represented by graduation from a college or university. Engineers were the largest single profession included in this category in 1938. An additional 6 percent of the jobs were of a semitechnical or semiprofessional character. Persons in these occupations perform work incident or preparatory to work done at the professional or scientific level. A college degree is not a prerequisite for such a job.

Service employees formed 7 percent of the total at the end of 1938. Among these were hospital attendants, guards, policemen, firemen, elevator operators, janitors, and charwomen. The smallest group shown in table 1 consisted of managerial and administrative employees. This category, which represented less than 5 percent of the total, included a large group of miscellaneous positions predominantly administrative and supervisory in character without specific reference to occupational fields. Among the highest paid in this group were cabinet officers and their assistants, and commissioners and administrators of major governmental agencies.

TABLE 1.—*Distribution of Federal Employees, December 31, 1938, by Occupation and Sex*

Occupational group	Total		Men		Women	
	Number	Percent	Number	Percent	Number	Percent
All occupational groups.....	808, 715	100. 0	663, 180	100. 0	145, 535	100. 0
Technical, scientific, and professional.....	74, 705	9. 2	68, 540	10. 3	6, 165	4. 2
Semitechnical, semiscientific, and semiprofessional.....	51, 990	6. 4	40, 465	6. 1	11, 525	7. 9
Postmasters and assistants.....	47, 000	5. 8	31, 400	4. 7	15, 600	10. 7
Managerial and administrative.....	36, 245	4. 5	30, 890	4. 7	5, 355	3. 7
Postal clerks and carriers.....	209, 000	25. 9	202, 600	30. 6	6, 400	4. 4
Clerical.....	148, 000	18. 3	66, 870	10. 1	81, 130	55. 8
Service.....	56, 720	7. 0	47, 795	7. 2	8, 925	6. 1
Trade and manual.....	185, 055	22. 9	174, 620	26. 3	10, 435	7. 2
Skilled.....	93, 150	11. 6	92, 545	14. 0	605	. 4
Semiskilled.....	47, 905	5. 9	40, 775	6. 1	7, 130	4. 9
Unskilled.....	44, 000	5. 4	41, 300	6. 2	2, 700	1. 9

Men held 82 percent of all the jobs under discussion. The proportion of men was even higher for postal clerks and carriers and in the professional, service, and trade and manual occupations. Outside the Postal Service men held about 78 percent of the jobs. Two-thirds of the women were in two occupational groups—clerical and post-mistresses. More than 45,000 of the women in clerical occupations were secretaries, stenographers, or typists. The distribution among various occupational groups is shown in greater detail in table 1.

Age of Employees

The average age of Federal employees at the end of 1938 was 40.8 years. Since more than 80 percent of the employees in 1938 were men, they dominated the total age distribution shown in table 2. There were marked differences between the age distributions of man and woman employees, however. Tabulations according to length of service, by sex (which are not available), would have been even more interesting and meaningful for they could take into account interruptions in work histories, which bear on the individual's progress in almost any line of work.

Women in the Government service were 36.9 years old, on the average, or 4.6 years younger than the men. The differences in the age distributions of man and woman workers are brought out more clearly in the chart on page 71.⁶ The percentage of women under 25 was almost twice as high as that of men, and the greatest concentration of women was in the 5-year age group, 25–29 years. Marriage and resignation⁷ undoubtedly account for the decline in the proportion of women from this peak. For some of these women, of course, retirement is only temporary and they reenter Government service. The age distribution for the women was almost level during the 15 years following the peak, there being between 14 and 15 percent in each of the three age groups from 30 up to 45 years.

⁶ This chart has been drawn for the age range from 18 to 70 years, but these limits are somewhat arbitrary. The legal minimum age for entering the Federal service is 18, except in the case of apprentices for whom the minimum is 16 years. The age at which an employee is eligible for retirement under the Civil Service Retirement Act of 1920, as amended, varies with the type of position held. The maximum age for compulsory retirement stipulated in this act is 70 years. Not all of the employees included in this survey, however, were subject to the provisions of the Retirement Act.

⁷ Many married women were separated from the Government service while section 213 of the "Economy Act" of 1932 was in effect. This section, which was repealed by an amendment of July 26, 1937, gave preference in appointment to the classified civil service, and in retention during reduction of force in any branch or service of the United States Government or the District of Columbia, to persons other than married persons whose husband or wife was also in the service of the United States or District of Columbia.

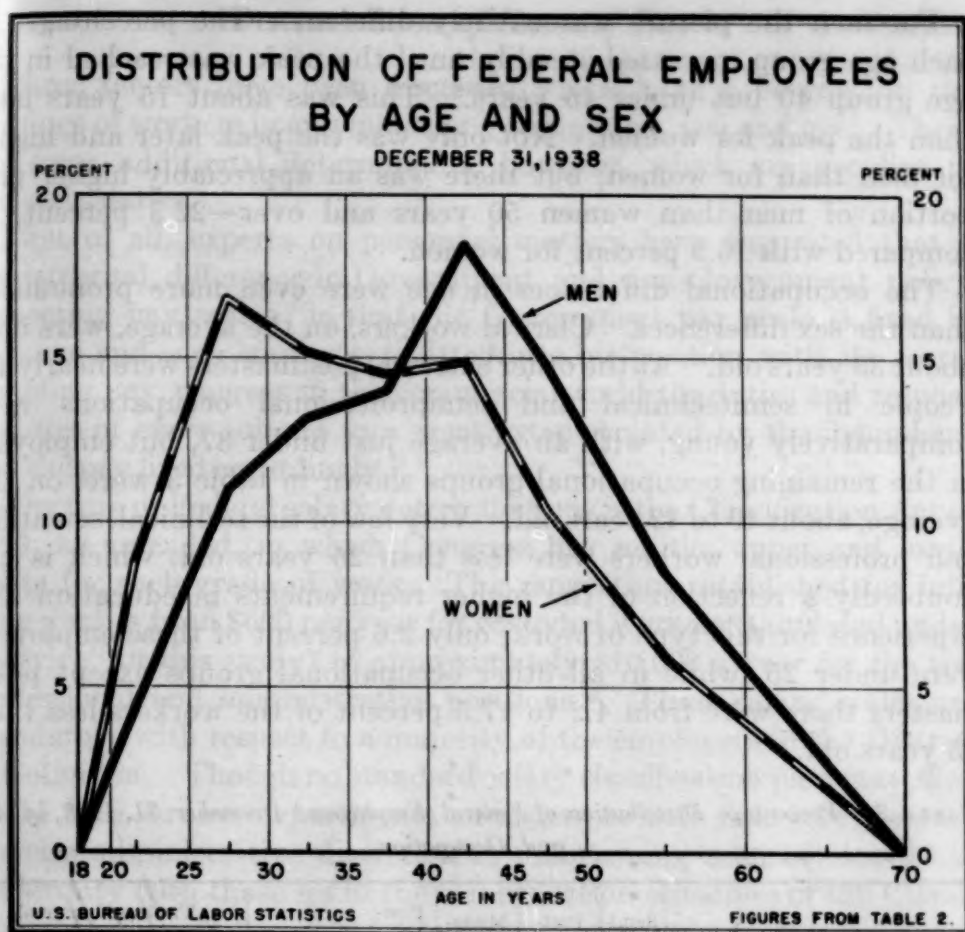


TABLE 2.—Distribution of Federal Employees, December 31, 1938, by Age and Sex

Age	Total		Men		Women	
	Number	Percent	Number	Percent	Number	Percent
All employees.....	808,715		663,180		145,535	
Employees classified by age.....	793,510	100.0	651,925	100.0	141,585	100.0
Under 25 years.....	57,970	7.3	40,515	6.2	17,455	12.3
25-29 years.....	95,085	12.0	71,290	11.0	23,795	16.8
30-34 years.....	107,770	13.6	86,200	13.2	21,570	15.2
35-39 years.....	111,885	14.1	91,380	14.0	20,505	14.5
40-44 years.....	141,610	17.8	120,500	18.5	21,020	14.9
45-49 years.....	111,300	14.0	96,655	14.8	14,645	10.4
50-59 years.....	127,395	16.1	110,515	17.0	16,880	11.9
60 years and over.....	40,495	5.1	34,780	5.3	5,715	4.0
Unclassified ¹	15,205		11,255		3,950	

¹ Includes persons serving without compensation (largely agents and consultants), dollar-a-year employees, and workers paid on a piece-work basis.

For men the picture was entirely different. The percentages in each age group increased steadily until the peak was reached in the age group 40 but under 45 years.⁸ This was about 15 years later than the peak for women. Not only was the peak later and higher for men than for women, but there was an appreciably higher proportion of men than women 50 years and over—22.3 percent, as compared with 15.9 percent for women.

The occupational differences in age were even more pronounced than the sex differences. Clerical workers, on the average, were only about 33 years old. At the other extreme, postmasters were nearly 48. People in semitechnical and semiprofessional occupations were comparatively young, with an average just under 37, but employees in the remaining occupational groups shown in table 3 were, on the average, about 40 to 42 years old. Very few of the technical, scientific, and professional workers were less than 25 years old, which is undoubtedly a reflection of the higher requirements in education and experience for this type of work; only 2.6 percent of these employees were under 25, while in all other occupational groups except postmasters there were from 4.2 to 17.5 percent of the workers less than 25 years old.

TABLE 3.—Percentage Distribution of Federal Employees,¹ December 31, 1938, by Age and Occupation

Age	All groups	Professional ²	Semiprofessional ³	Postmasters and assistants	Managerial and administrative	Postal clerks and carriers	Clerical	Service	Trade and manual			
									Total	Skilled	Semi-skilled	Unskilled
Under 25 years....	7.3	2.6	7.9	0.9	5.4	5.5	17.5	4.9	5.5	4.2	6.5	7.2
25-29 years.....	12.0	12.2	17.9	4.6	9.2	8.4	21.9	9.9	9.6	8.0	11.7	10.7
30-34 years.....	13.6	18.6	19.1	8.3	12.9	11.7	16.0	12.8	12.3	11.4	13.9	12.5
35-39 years.....	14.1	14.6	13.3	11.2	13.6	15.4	12.5	15.1	14.5	14.8	14.9	13.7
40-44 years.....	17.8	15.3	14.9	15.9	17.8	20.8	12.6	22.5	19.4	20.2	18.5	18.6
45-49 years.....	14.0	14.2	11.0	16.5	15.5	15.7	8.0	15.4	16.3	17.8	15.0	14.6
50-59 years.....	16.1	16.7	12.4	26.0	18.2	18.7	8.2	14.5	17.6	18.8	15.5	17.1
60 years and over..	5.1	5.8	3.5	16.6	7.4	3.8	3.3	4.9	4.8	4.8	4.0	5.6
All ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Average ⁴ age....	40.8	40.6	36.9	47.8	42.5	42.2	33.3	41.6	42.1	42.9	40.8	41.6

¹ Does not include persons serving without compensation (largely agents and consultants), dollar-a-year employees, or workers paid on a piece-work basis; these were distributed among the occupational groups as follows: Professional, etc., 9,810; semiprofessional, etc., 110; managerial and administrative, 245; clerical, 3,500; service, 20; and trade and manual, 1,520 (skilled 520 and semiskilled 1,000.)

² Includes technical and scientific employees also.

³ Includes semitechnical and semiscientific employees also.

⁴ Median.

⁸ In this connection it is pertinent to note that almost 32 percent of the men in civilian positions in the Federal Government in 1938 were in the age range from 21 through 35 years, the group subject to registration in compliance with the Selective Service Act of 1940.

Determination of Rates of Pay⁹

Three factors have been discussed which have a bearing on the earnings of workers in any industry—occupation, sex, and age. There are some additional determinants, however, which are peculiar to Federal salaries.

First of all, experts on personnel matters have suggested that a fundamental difference in Government and non-Government policy respecting pay scales "is that the Government pay scale is fixed in advance and each employee is fitted into his position with its corresponding pay, whereas in the commercial world the duties and responsibilities of every job are to a great extent created by the incumbent and the pay fixed accordingly."¹⁰

The core of Federal salary determinations is the Classification Act of 1923, as amended, in which Congress has set the upper and lower limits for each grade of work. The range thus established for full-time work is from \$600 per year for custodial workers (tabulated under "Service" in this study) to approximately \$10,000 a year for the top professional and administrative positions.¹¹ These salary scales are mandatory with respect to a majority of the employees in the District of Columbia. Though no standard salary classification plan is applied to the field service, departments and agencies with field services may exercise administrative discretion in maintaining salaries roughly in conformity with those set in the compensation schedules of the Classification Act.

Large groups of those employed within the District in 1938 were subject to a salary-classification scale established by Executive order. Although this scale in general follows that set by the salary provisions of the Classification Act, there are certain variations from that act. Furthermore, positions so established are subject to no supervision or review by the Personnel Classification Division of the Civil Service Commission.

The salaries for approximately one-third of all civilian positions are fixed by statutes applying to a particular department or agency. The great majority of these positions are in the Postal Service. Other such positions include those in the Government Printing Office, certain positions in the Customs Service of the Treasury Department, those of inspectors in the Immigration and Naturalization Service of the Department of Justice, and those of officers and clerks in the

⁹ All tabulations and discussion of compensation refer to nominal annual rates of pay. No account is taken of additional amounts received as per diem or traveling expenses by employees away from their official station nor of the value of perquisites such as are provided workers in hospitals, etc. The rates are also before deductions have been made for retirement of civil-service employees.

¹⁰ See United States Personnel Classification Board, Field Survey Division, Report of Wage and Personnel Survey (H. Doc. No. 602, 70th Cong., 2d sess.), Washington, 1929, p. 86.

¹¹ See listing of the salary grades and the steps within grades, issued as Civil Service Commission form 2910: Classification Statutes.

Foreign Service of the State Department. In a relatively small number of cases the salary for a particular position is set by statute. For example, Congress has thus established the salaries of the President, cabinet officers, members of various boards and commissions, and heads of independent agencies and establishments.

In addition, there are some Government workers who are paid on a per-diem or per-hour basis.¹² Most of these employees are in the trade and manual occupations. A few employees work on a piece-work or fee basis, and still others receive no compensation¹³ or are "dollar-a-year" men.

This brief summary indicates the various ways in which the compensation of civilian employees is determined. The regulations are numerous but they all operate toward confining Government salaries to a narrower range than is found in industry in general.

Another point of difference is that Federal salaries, unlike those in some private businesses, are not supplemented by bonuses, stock ownership, or other forms of profit sharing.

Likewise, Federal salaries tend to be more stable and less influenced by fluctuations in business conditions and changes in cost of living than those in private industry. General salary readjustments can come only through congressional action. For example, as a result of the "Economy Act" of 1932 there was a general reduction of 15 percent in all Federal salaries. Subsequent legislation provided for the restoration of this decrease in three 5-percent intervals, the last coming in April 1935. There has been no general salary readjustment since that time, although rates of pay for certain classes of employees are subject to change without special legislation.¹⁴

In brief, though earnings of Federal employees are determined by a variety of procedures and considerations, Congress for the most part sets the upper and lower limits. Compensation, however, may also take the form of intangibles, such as vacation and sick-leave allowances, relative security of tenure, and retirement privileges, the prestige attaching to certain positions, or the opportunity to pursue

¹² Per-diem and per-hour rates have, in this study, been converted to annual rates on the basis of the standard number of working days in the particular field of service. This is not always accurate, however, since some of these employees do not work a full year.

¹³ This group is made up of persons who are empowered to exercise certain authority or enjoy certain privileges as representatives of the Federal Government, although they receive no salary. The Department of Agriculture, for example, has such arrangements with faculty members of State agricultural colleges in connection with the agricultural extension service.

¹⁴ For example, under the act of July 16, 1862 (34 U. S. Code 505) the Secretary of the Navy is charged with the responsibility for fixing wages of certain groups of civilian employees in the field services of the Navy Department and Marine Corps which "shall conform, as nearly as is consistent with the public interest, with those of private establishments in the immediate vicinity of the respective yards, to be determined by the commandants of the navy yards, subject to the approval and revision of the Secretary of the Navy." To implement this procedure, wage boards are convened at the direction of the Secretary in each navy yard and naval station to investigate wage conditions in private establishments and to recommend rates of wages. The recommendations of the local boards are considered by a wage board of review appointed by the Secretary which recommends rates of pay to be approved by the Secretary.

a career of scientific research. Such considerations represent a return to the employee which cannot be measured in terms of salaries or wages.

Salaries of Employees

OCCUPATIONAL GROUP AND SALARY

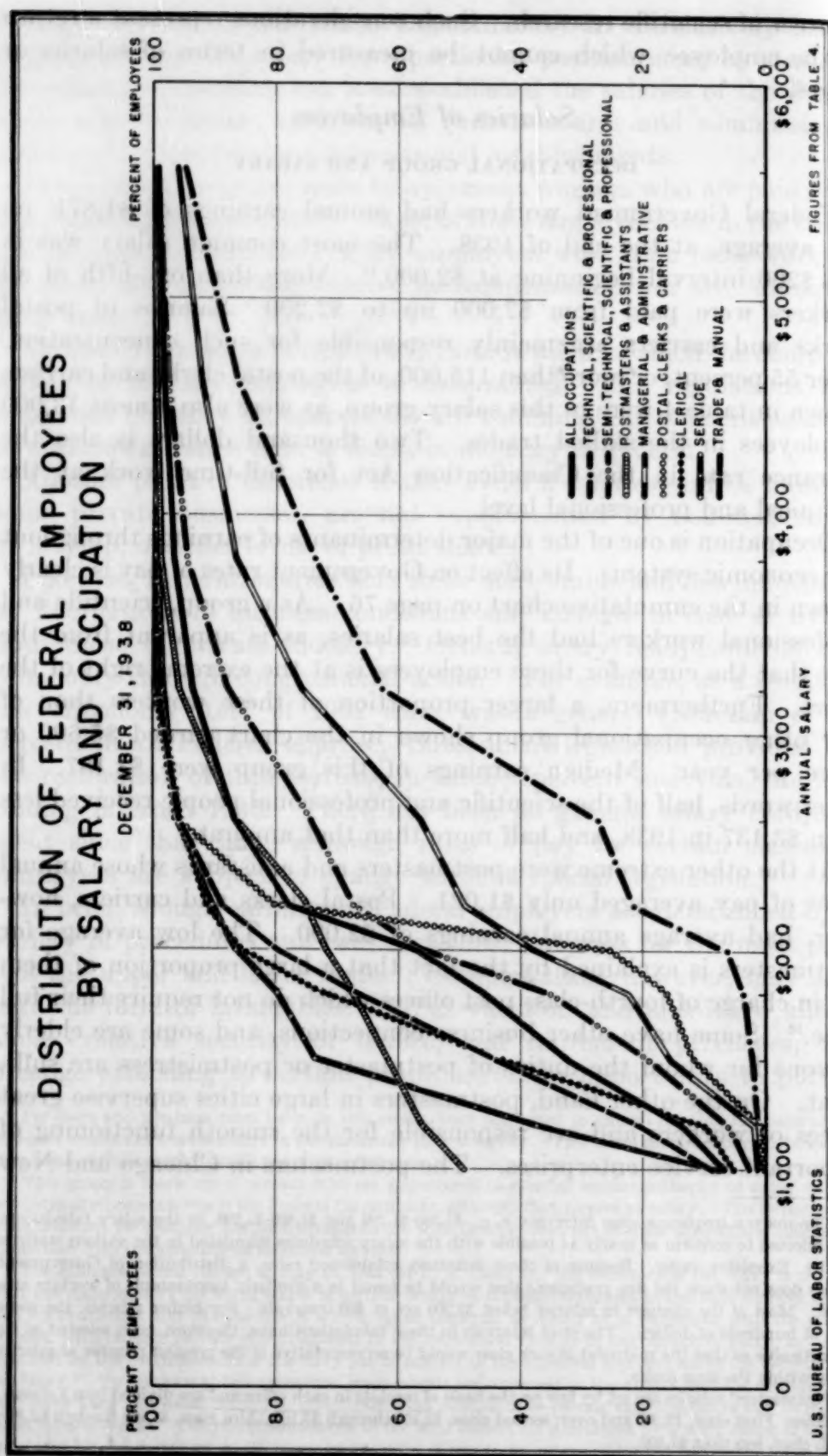
Federal Government workers had annual earnings of \$1,871, on the average, at the end of 1938. The most common salary was in the \$200 interval beginning at \$2,000.¹⁵ More than one-fifth of all workers were paid from \$2,000 up to \$2,200. Salaries of postal clerks and carriers are mainly responsible for such concentration. Over 55 percent, or more than 115,000, of the postal clerks and carriers shown in table 4 were in this salary group, as were also almost 13,000 employees in the skilled trades. Two thousand dollars is also the entrance rate in the Classification Act for full-time work at the technical and professional level.

Occupation is one of the major determinants of earnings throughout our economic system. Its effect on Government rates of pay is clearly shown in the cumulative chart on page 76. As a group, scientific and professional workers had the best salaries, as is apparent from the fact that the curve for these employees is at the extreme right of the chart. Furthermore, a larger proportion of these workers than of any other occupational group shown in the chart earned \$5,600 or more per year. Median earnings of this group were \$3,137. In other words, half of the scientific and professional people received less than \$3,137 in 1938, and half more than that amount.

At the other extreme were postmasters and assistants whose annual rates of pay averaged only \$1,021. Postal clerks and carriers, however, had average annual earnings of \$2,090. The low average for postmasters is explained by the fact that a large proportion of them are in charge of fourth-class post offices which do not require their full time.¹⁶ Some have other business connections, and some are elderly persons for whom the duties of postmaster or postmistress are sufficient. On the other hand, postmasters in large cities supervise great forces of workers and are responsible for the smooth functioning of important service enterprises. The postmasters in Chicago and New

¹⁵ The uneven frequency class intervals, e. g., \$1,500-\$1,799 and \$1,800-\$1,999, in the salary tabulations were selected to conform as nearly as possible with the salary schedules stipulated in the various statutes and by Executive order. Because of these definitely established rates, a distribution of Government salaries does not show the fine gradations that would be found in a similarly large sample of workers as a whole. Most of the changes in salaries below \$2,200 are at \$60 intervals. For higher salaries, the steps come at hundreds of dollars. The class intervals in these tabulations have, therefore, been selected as far as practicable so that the midpoint of each class would be representative of the greatest number of salaries falling within the class limits.

¹⁶ Postmasters' salaries are set by law on the basis of receipts in each office and are divided into 4 classes, as follows: First class, \$3,200 and over; second class, \$2,400 through \$3,100; third class, \$1,100 through \$2,300; fourth class, less than \$1,100.



York City each received \$12,000—the highest salary in the Postal Service in 1938. Postal clerks and carriers, however, appear for the most part in the larger post offices. The concentration of their salaries was more marked than in any other occupational group, as is indicated by the steepness of the curve in the chart on page 76. The salaries of 80 percent of all postal clerks and carriers in 1938 were \$1,800 but less than \$2,600.

In brief, the curve for "all occupations" divides the occupational groups into two sections. If postmasters and postal clerks and carriers are disregarded, it is apparent that the lowest salaries are associated with the service, clerical, and trade and manual groups, for they lie consistently to the left of the curve for "all occupations." At the right of the chart (i. e., getting the higher salaries), are the managerial or administrative personnel and those doing technical or professional work.

TABLE 4.—Percentage Distribution of Federal Employees,¹ December 31, 1938, by Salary and Occupation

Annual salary	All groups	Professional ²	Semi-professional ³	Postmasters and assistants	Managerial and administrative	Postal clerks and carriers	Clerical	Service	Trade and manual			
									Total	Skilled	Semi-skilled	Unskilled
Under \$1,000.....	6.8	1.0	2.7	49.3	1.2	0.2	5.2	7.5	8.7	4.1	7.0	20.0
\$1,000-\$1,199.....	6.5	.2	3.4	6.6	.6	.7	4.4	29.9	12.0	4.4	9.0	31.2
\$1,200-\$1,499.....	18.7	.9	12.8	5.6	13.6	10.8	33.4	36.2	23.2	13.1	40.6	26.0
\$1,500-\$1,799.....	14.1	1.4	16.1	6.0	7.0	4.2	29.3	6.1	23.3	21.5	28.2	21.8
\$1,800-\$1,999.....	10.8	2.7	20.8	4.1	15.2	9.4	13.4	6.8	12.5	21.9	5.1	.7
\$2,000-\$2,199.....	20.6	15.2	11.4	3.0	11.4	55.1	5.6	3.9	9.1	14.0	7.5	.3
\$2,200-\$2,599.....	9.1	6.0	7.1	12.1	7.3	16.0	4.4	5.7	7.2	13.2	1.7	-----
\$2,600-\$3,199.....	6.9	25.2	13.6	9.1	19.4	3.5	3.2	2.6	3.5	6.6	.8	-----
\$3,200-\$3,799.....	3.1	20.9	6.6	3.1	10.8	.1	.7	.4	.4	.9	.1	-----
\$3,800-\$4,599.....	1.7	12.6	3.0	.8	5.6	(⁴)	.2	.7	.1	.3	-----	-----
\$4,600-\$5,599.....	1.0	8.6	2.0	.1	3.8	(⁴)	.1	.1	-----	-----	-----	-----
\$5,600 and over.....	.7	5.3	.5	.2	4.1	(⁴)	.1	.1	-----	-----	-----	-----
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Average ⁵ salary.....	\$1,871	\$3,137	\$1,944	\$1,021	\$2,248	\$2,090	\$1,572	\$1,305	\$1,579	\$1,862	\$1,451	\$1,192

¹ Does not include persons serving without compensation (largely agents and consultants), dollar-a-year employees, or workers paid on a piece-work basis; for occupational distribution of these persons, see footnote 1, table 3.

² Includes technical and scientific employees also.

³ Includes semitechnical and semiscientific employees also.

⁴ Less than 0.05 percent.

⁵ Median.

AGE AND SALARY

To the worker or prospective worker in any field one very pertinent consideration in appraising various types of work is the chance for financial betterment with increased age and experience. For Government workers in general the figures in table 5 indicate that the older the worker, the higher the average rate of pay. Average earnings increased appreciably in each 5-year age group up to 40 years. For the next 20 years the increases were more moderate. However,

beyond 60 years there was a slight decrease in average salaries, but this was undoubtedly due to the disproportionate number of elderly people among the postmasters.

Interesting contrasts are also brought out by the frequency distributions in table 5. For instance, practically 95 percent of the people under 25 years old were making less than \$2,000 at the end of 1938. At the other extreme, not quite 45 percent of those from 50 to 59 received less than \$2,000. Although workers who were 60 years or older had a slightly lower average salary than those from 45 to 59 years, the percentage of the 60-year group receiving \$3,200 or more was higher than in any other age group. More than 13 percent of the oldest group were paid at least \$3,200, as contrasted with less than 10 percent for the group from 50 to 59 years.

TABLE 5.—Percentage Distribution by Salary and Age of Federal Employees,¹
December 31, 1938

Annual salary	All ages	Under 25 years	25-29 years	30-34 years	35-39 years	40-44 years	45-49 years	50-59 years	60 years and over
Under \$1,000	6.8	13.5	5.9	5.4	5.7	5.2	5.5	7.1	14.0
\$1,000-\$1,199	6.5	12.9	7.7	5.7	6.0	6.6	6.2	4.8	4.7
\$1,200-\$1,499	18.7	44.4	32.2	21.2	15.2	14.6	12.9	10.4	10.2
\$1,500-\$1,799	14.1	15.6	20.4	16.2	13.8	12.4	12.0	11.8	11.2
\$1,800-\$1,999	10.8	8.3	12.6	11.5	10.9	10.8	10.8	10.4	9.2
\$2,000-\$2,199	20.6	4.2	13.5	22.1	26.2	26.0	23.1	20.8	14.6
\$2,200-\$2,599	9.1	.6	2.8	6.5	9.3	10.8	12.3	13.9	12.1
\$2,600-\$3,199	6.9	.4	3.3	6.2	6.5	6.6	8.5	11.1	10.7
\$3,200-\$3,799	3.1	.1	1.2	3.1	3.3	3.4	3.9	4.1	5.3
\$3,800-\$4,599	1.7	(²)	.3	1.4	1.8	1.9	2.2	2.4	3.0
\$4,600-\$5,599	1.0		.1	.5	.8	1.1	1.5	1.9	2.8
\$5,600 and over	.7		(²)	.2	.5	.6	1.1	1.3	2.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Average ³ salary	\$1,871	\$1,360	\$1,562	\$1,826	\$1,969	\$2,003	\$2,022	\$2,053	\$2,010

¹ Does not include 15,205 persons not classified by salary, i. e., persons serving without compensation (largely agents and consultants), dollar-a-year employees, and workers paid on a piece-work basis.

² Less than 0.05 percent.

³ Median.

Still another approach to the age and earnings relationship is the average age of employees in each salary group. The following averages reveal sharp variations among the 12 salary groups:

	Average age		Average age
Under \$1,000	40.9	\$2,200-\$2,599	45.1
\$1,000-\$1,199	38.7	\$2,600-\$3,199	45.3
\$1,200-\$1,499	33.9	\$3,200-\$3,799	44.3
\$1,500-\$1,799	38.2	\$3,800-\$4,599	45.4
\$1,800-\$1,999	40.5	\$4,600-\$5,599	48.4
\$2,000-\$2,199	41.8	\$5,600 and over	49.0

The youngest group was in the salary class of \$1,200 but less than \$1,500, and the oldest was in the highest salary class, \$5,600 and over.

It will be noted that the average ages for the two groups with salaries under \$1,200 were higher than the averages for employees receiving from \$1,200 up to \$1,800. The two lowest-paid groups included over 50 percent of the unskilled manual workers, almost 40 percent of the service employees, and all of the fourth-class postmasters. The low average age of 33.9 years for employees receiving \$1,200 to \$1,500 is probably explained by the fact that most clerical employees enter the service at salaries within that range.

AGE, OCCUPATIONAL GROUP, AND SALARY

The changes in earnings with advancing age are even more interesting when they can be related to different occupational groups. The average earnings for each of the eight major occupational groups are shown by age in the chart on page 80. The assignment of more responsible duties to more mature persons, as reflected in higher salaries, is very pronounced in the technical and professional and in managerial and administrative occupations. The lines on the chart for these two groups rise consistently and there were substantial differences in the average earnings of the youngest and oldest groups. Technical and professional workers 60 years or older earned on the average \$1,658 more than their associates who were under 25. For managerial and administrative workers the difference was \$1,510. In other words, these are apparently the two groups in which the greatest premium is put on experience and maturity of judgment. These are the people who, to a large extent, have the more responsible positions and direct the work of others.

TABLE 6.—Average¹ Salaries of Federal Employees, December 31, 1938, in Major Occupational Groups, by Age

Occupational group	All ages	Under 25 years	25-29 years	30-34 years	35-39 years	40-44 years	45-49 years	50-59 years	60 years and over
All occupational groups.....	\$1,871	\$1,360	\$1,562	\$1,826	\$1,969	\$2,003	\$2,022	\$2,053	\$2,010
Technical, scientific, and professional.....	3,137	2,079	2,182	2,890	3,217	3,356	3,468	3,570	3,737
Semitechnical, semiscientific, and semiprofessional.....	1,944	1,387	1,723	1,902	2,036	2,256	2,264	2,204	2,639
Postmasters and assistants.....	1,021	557	638	800	864	1,047	1,138	1,269	1,023
Managerial and administrative.....	2,248	² 1,397	² 1,846	1,982	2,192	2,467	2,779	2,781	2,907
Postal clerks and carriers.....	2,090	² 1,457	1,814	2,066	2,100	2,105	2,121	2,147	2,134
Clerical.....	1,572	1,345	1,513	1,593	1,650	1,697	1,763	1,813	1,870
Service.....	1,305	1,082	1,248	1,335	1,335	1,313	1,300	1,343	1,385
Trade and manual.....	1,579	1,226	1,415	1,512	1,605	1,640	1,664	1,669	1,573
Skilled.....	1,862	1,247	1,683	1,817	1,871	1,895	1,901	1,919	1,866
Semiskilled.....	1,451	1,362	1,400	1,426	1,464	1,472	1,475	1,491	1,472
Unskilled.....	1,192	1,094	1,141	1,192	1,174	1,215	1,260	1,252	1,230

¹ Median.

² Included in the "managerial and administrative" category were 3,915 women reported as revenue collectors or deputies, 80 percent of whom were receiving salaries from \$1,200 to \$1,499 and 48 percent of whom were less than 30 years of age.

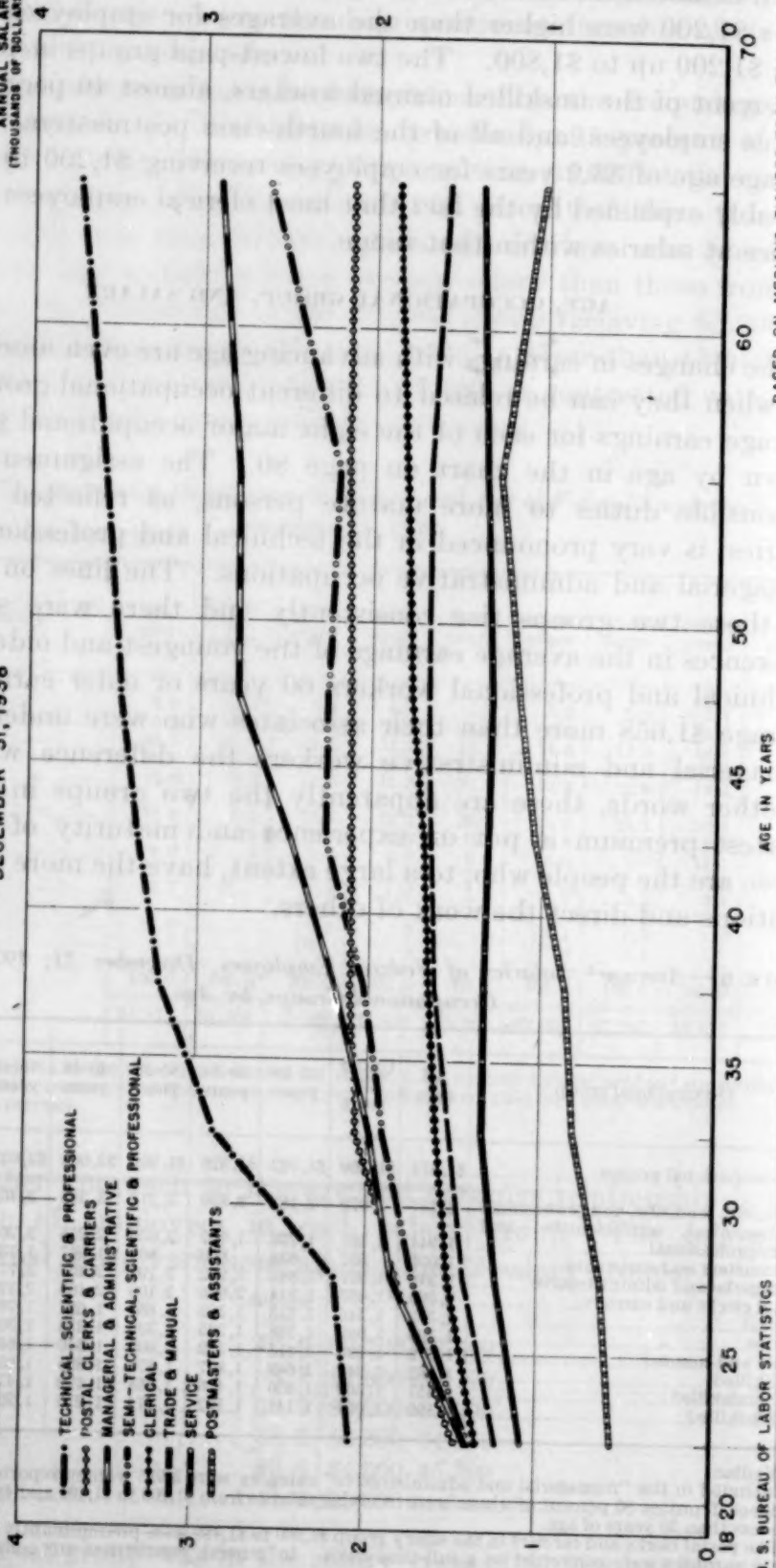
³ The postal clerks and carriers in the salary group \$1,200 to \$1,499 were predominantly substitutes whose hourly earnings were converted to a full-time basis. In general, substitutes are considerably younger than regular clerks and carriers.

AVERAGE SALARIES OF FEDERAL EMPLOYEES IN MAJOR OCCUPATIONAL GROUPS BY AGE

DECEMBER 31, 1938

ANNUAL SALARY
(THOUSANDS OF DOLLARS)

ANNUAL SALARY
(THOUSANDS OF DOLLARS)



BASED ON MEDIANS FIGURES FROM TABLE 6

U. S. BUREAU OF LABOR STATISTICS

It would be expected that the finer the occupational analysis the more homogeneous would be the jobs included in each group. Information on age and salary is, therefore, presented in table 7 for a few of the occupations included in the major occupational groups shown in table 6. Only occupations with at least 5,000 positions are shown separately. One of the most interesting points brought out in the analysis of the professional and scientific group is the sharper rise in the average earnings of attorneys and judges as they grow older than in the earnings of accountants, economists, or engineers. Likewise, in the clerical group salaries of accounting and pay-roll clerks rise more with age than do those of stenographers and typists. Similar differences, though less extreme, are apparent in some of the other occupations included in table 7.

TABLE 7.—Average¹ Salaries of Federal Employees, December 31, 1938, in Selected Occupational Groups, by Age

Occupational group	All ages	Under 25 years	25-29 years	30-34 years	35-39 years	40-44 years	45-49 years	50-59 years	60 years and over
Technical, scientific, and professional:									
Accountants and auditors.....	\$2,941	(²)	\$2,467	\$2,808	\$2,979	\$3,168	\$3,238	\$3,255	\$3,368
Attorneys and judges.....	3,993	\$2,133	2,980	3,921	4,475	4,354	4,508	5,062	5,067
Economists.....	3,332	2,129	2,686	3,187	3,425	3,568	3,535	3,784	3,467
Engineers.....	3,169	2,109	2,156	2,846	3,210	3,387	3,509	3,570	3,611
Semitechnical, semiscientific, and semiprofessional:									
Draftsmen.....	1,959	1,518	1,811	1,978	2,084	2,133	2,188	2,355	(²)
Engineering, architectural, and physical science occupations.....	1,790	1,372	1,684	1,829	1,911	1,918	2,010	2,076	1,855
Legal examiners, adjudicators, and investigators.....	3,316	(²)	2,823	3,034	3,116	3,366	3,473	3,652	3,800
Nurses (graduate).....	1,874	1,609	1,783	1,890	1,923	1,908	1,935	1,947	1,943
Clerical:									
Accounting, fiscal, and pay-roll clerks....	1,771	1,605	1,705	1,733	1,853	1,952	2,311	2,658	2,714
File, mail, and record clerks.....	1,416	1,367	1,408	1,401	1,471	1,485	1,500	1,613	1,660
Statistical, coding, and research clerks....	1,526	1,600	1,659	1,713	1,657	1,638	1,700	1,757	(²)
Stenographers, typists, and secretaries....	1,462	1,342	1,479	1,548	1,578	1,597	1,637	1,655	1,732
Service:									
Attendants, hospitals and other institutions.....	1,164	1,081	1,171	1,205	1,159	1,161	1,151	1,165	1,229
Janitors and charmen.....	1,200	1,100	1,198	1,208	1,215	1,255	1,233	1,225	1,170
Guards, policemen, and firemen.....	1,844	1,680	1,890	1,975	2,034	1,921	1,839	1,810	1,545
Trade and manual:									
Skilled—									
Carpenters and other woodworkers....	1,705	1,260	1,482	1,717	1,818	1,861	1,881	1,828	1,673
Machinists.....	1,885	1,167	1,824	1,892	1,905	1,904	1,891	1,898	1,864
Foremen not elsewhere classified.....	1,768	(²)	1,636	1,666	1,724	1,857	1,930	2,064	1,945
Electricians.....	1,938	1,300	1,667	1,863	1,923	1,956	1,979	1,978	(²)
Semiskilled—									
Chauffeurs.....	1,453	1,318	1,352	1,343	1,527	1,576	1,612	1,600	(²)
Firemen (boiler).....	1,369	1,275	1,378	1,393	1,397	1,369	1,376	1,378	1,401

¹ Median.

² Number of employees not sufficient to warrant computation of median.

Detailed Information for 117 Occupational Groups

Although it has not been practicable to analyze individual occupations in the Federal Government in the same detail as the eight major categories, a summary for 117 smaller occupational groups is shown in table 8. Since it will be recalled that more than 25,000

different positions have been reported to the Civil Service Commission by various Government departments and agencies, even this detailed tabulation would have to be greatly extended if individual occupations were to be shown in all instances. This tabulation, however, brings out many interesting contrasts which have not been apparent in the previous tables and charts.

For example, some types of work in the Government were done exclusively by men, and in a few, women had a virtual monopoly. The classification in table 8 shows that at the end of 1938 men held all of the jobs in the following occupations:

- Professional engineers.
- Commodity inspectors and graders.
- Marine officials and inspectors.
- Chainmen and rodmen.
- Chauffeurs.
- Chippers and calkers.
- Semiskilled construction occupations.
- Firemen (boiler).
- Hunters, trappers, and guides.
- Irrigation occupations.
- Nurserymen, gardeners, and grounds keepers.
- Oilers of machinery.
- Sailors and deckhands.
- Teamsters and other transportation occupations.
- Warehousemen and store handlers.

Men also held 99.4 percent of all the jobs in the skilled trade and manual occupations. Since the total number of women in this category was so small, however, it was felt that it might be misleading to estimate the proportion of women in each of the skilled occupations.

There were no groups in table 8 in which women held all the jobs, but women did have 85 percent or more of the jobs in the following occupations:

	<i>Percent</i>
Home economists.....	92. 6
Home management advisers.....	96. 4
Nurses (graduate)	96. 6
Stenographers, typists, and secretaries..	85. 0
Clothing machine operators.....	88. 8

Of all the occupational groups shown in table 8, medical and dental scientists had the highest average annual earnings. At the end of 1938 their earnings averaged \$4,118. Average earnings for the other 116 occupations ranged from \$749 for laundry workers to \$3,993 for attorneys and judges. Medical and dental scientists were unique in being the only group in which 100 percent of the full-time workers received at least \$2,000 a year. In three other occupations more than 99 percent of the employees were paid \$2,000 or more. They were

economists (other than agricultural), geologists and physical scientists, and legal examiners, adjudicators, and investigators. However, it is interesting to note that although attorneys and judges were less well off than medical and dental scientists, in terms of average earnings and the percentage receiving \$2,000 or more, a larger proportion of the attorneys and judges were in the upper income brackets. This is brought out by the figures on quartile¹⁷ salaries. One-fourth of all the attorneys and judges were paid more than \$5,313 in 1938, while the comparable figure for medical and dental scientists was only \$4,924.

Medical and dental scientists were also older than employees in most other occupations, their average age being 47.1 years. Carpenters and photoengravers were the only other groups who were older than the scientists, their average ages at the end of 1938 being 47.2 and 48.6 years, respectively. The youngest group was messengers, for whom the average was 25.1 years. Chainmen and rodmen in the semi-skilled trades were also comparatively young, with an average of 28.9 years.

TABLE 8.—Age, Sex, and Salary of Federal Employees, December 31, 1938, in 117 Occupational Groups

Occupational group	Estimated number of employees	Percent of employees		Average age ¹		Salary			Percent with salaries \$2,000 and over
		Men	Women	Men	Women	First quartile	Average ¹	Third quartile	
All occupational groups ²	808,715	82.0	18.0	41.5	36.9	\$1,387	\$1,871	\$2,175	43.0
Technical, scientific, and professional ²	74,705	91.7	8.3	40.6	40.8	2,396	3,137	3,893	93.7
Accountants and auditors.....	7,000	89.3	10.7	43.8	47.4	2,137	2,941	3,643	93.1
Agricultural extension agents ²	6,960	67.6	32.4	(³)	(³)	(³)	(³)	(³)	(³)
Agronomists, horticulturists, botanists, and bacteriologists.....	3,450	96.2	3.8	34.5	(³)	2,096	2,766	3,505	92.8
Architects.....	2,200	98.9	1.1	40.6	(³)	2,710	3,086	3,653	98.0
Attorneys and judges.....	5,300	94.8	5.2	38.4	35.7	3,080	3,993	5,313	97.5
Chemists and metallurgists ²	1,455	96.6	3.4	41.0	(³)	2,175	3,061	3,717	94.5
Economists, agricultural.....	1,950	95.4	4.6	41.2	(³)	2,194	3,145	4,116	93.1
Economists, business and other.....	3,100	95.5	4.5	41.9	(³)	2,752	3,437	4,373	99.2
Editorial and informational occupations (professional).....	600	88.3	11.7	40.6	(³)	2,777	3,510	4,388	91.7
Engineers (professional) ²	19,820	100.0	—	41.0	—	2,616	3,169	3,691	96.9
Entomologists and husbandmen.....	1,150	95.7	4.3	39.0	(³)	2,122	2,827	3,468	94.8
Forestry and range science occupations.....	3,900	99.2	.8	33.6	(³)	1,840	2,176	2,899	89.0
Geologists and physical scientists, n. e. c. ²	1,215	97.9	2.1	38.1	(³)	2,179	3,019	3,825	99.2
Home economists.....	270	7.4	92.6	(³)	38.8	1,933	2,129	3,125	63.0
Librarians ²	605	40.0	60.0	37.2	43.7	2,064	2,663	3,139	86.7
Medical and dental scientists ²	5,220	96.9	3.1	47.1	(³)	3,414	4,118	4,924	100.0
Social and welfare workers ²	755	37.7	62.3	39.3	38.1	1,509	2,010	2,265	68.0
Social scientists, n. e. c. ²	2,025	90.1	9.9	41.6	(³)	2,416	3,412	4,895	85.0
Statisticians and mathematicians ²	855	90.1	9.9	38.9	(³)	2,631	3,250	4,213	94.0
Veterinary scientists ²	2,805	99.6	.4	44.7	(³)	1,436	2,129	2,797	90.5
Zoologists and naturalists.....	650	92.3	7.7	36.9	(³)	2,177	3,156	3,757	97.7
Other ^{2,4}	3,430	79.9	20.1	42.3	37.0	1,974	2,758	3,836	78.1

See footnotes at end of table.

¹⁷ The quartiles divide the distribution into four equal parts. The first quartile is that value above which 75 percent of the items appear. The second quartile, which is the median, is that value which divides the distribution into two equal parts. The third quartile is that value above which 25 percent of the items appear.

TABLE 8.—Age, Sex, and Salary of Federal Employees, December 31, 1938, in 117 Occupational Groups—Continued

Occupational group	Estimated number of employees	Percent of employees		Average age ¹		Salary			Percent with salaries \$2,000 and over
		Men	Women	Men	Women	First quartile	Average ¹	Third quartile	
Semitechnical, semiscientific, and semiprofessional ²	51,990	77.8	22.2	37.2	35.9	\$1,614	\$1,944	\$2,631	44.2
Agricultural and biological occupations ³	3,910	84.1	15.9	34.5	34.4	1,034	1,423	1,987	24.3
Commodity inspectors and graders	400	100.0	—	43.3	—	1,664	2,150	3,425	62.5
Communications and photography technicians	1,900	99.7	.3	35.9	(⁴)	1,641	1,846	1,996	24.2
Draftsmen	5,200	96.9	3.1	34.6	(⁴)	1,683	1,959	2,196	56.4
Engineering, architectural, and physical science occupations	10,900	96.3	3.7	33.7	35.0	1,425	1,790	2,034	28.9
Fact-finding and compliance investigators	3,700	97.3	2.7	43.0	(⁴)	2,686	2,992	3,452	98.2
Home-management advisers	1,530	3.6	96.4	(⁴)	32.0	1,320	1,441	1,615	2.6
Legal examiners, adjudicators, and investigators	6,500	97.7	2.3	42.7	(⁴)	2,837	3,316	3,877	99.2
Medical and dental technicians	650	69.2	30.8	40.5	(⁴)	1,511	1,743	2,117	35.4
Nurses (graduate)	5,850	3.4	96.6	(⁴)	37.7	1,712	1,874	1,969	17.9
Rural-rehabilitation supervisors	4,100	97.6	2.4	37.0	(⁴)	1,509	1,831	2,076	30.4
Social-science occupations	1,100	55.9	44.1	35.0	36.7	1,371	1,780	2,180	38.6
Teachers and instructors ⁴	3,400	52.9	47.1	41.1	36.2	970	1,714	2,158	39.9
Therapeutic occupations	600	49.2	50.8	42.2	44.2	1,812	1,945	2,125	40.0
Other ⁴	2,250	87.8	12.2	27.9	23.6	1,051	1,183	2,003	25.1
Postmasters and assistants	47,000	66.8	33.2	48.9	45.2	422	1,021	2,234	28.5
Postal clerks and carriers	209,000	96.9	3.1	42.1	43.7	1,995	2,090	2,181	74.8
Managerial and administrative ²	36,245	85.2	14.8	43.6	34.3	1,835	2,248	3,181	62.5
Appraisers	2,300	98.9	1.1	46.3	(⁴)	2,673	2,988	3,469	97.0
Inspectional occupations, n. e. c. ²	6,105	95.9	4.1	44.7	42.8	1,850	2,109	2,565	67.8
Marine officials and inspectors	1,600	100.0	—	43.4	—	1,870	2,428	3,141	68.8
Tax collectors and deputies	7,200	50.6	49.4	39.7	30.7	1,360	1,616	2,160	33.8
Other ^{2,4}	19,040	92.0	8.0	43.0	36.8	1,894	2,616	3,612	67.0
Clerical ²	148,000	45.2	54.8	32.8	33.7	1,338	1,572	1,841	14.3
Accounting, fiscal, and pay-roll clerks	6,500	76.5	23.5	(⁴)	37.9	1,513	1,771	2,206	35.5
Communications operators	1,700	23.5	76.5	40.7	37.0	1,251	1,393	1,604	7.1
Editorial, informational, and personnel clerks	2,000	71.0	29.0	37.4	36.9	1,577	1,958	2,815	46.8
File, mail, and record clerks	5,250	56.7	43.3	29.5	35.1	1,270	1,416	1,653	8.5
Messengers	4,900	95.9	4.1	25.1	(⁴)	1,018	1,176	1,357	.1
Office-appliance operators, n. e. c.	5,550	50.0	50.0	29.2	31.6	1,287	1,412	1,585	1.5
Purchase and supply clerks	3,500	80.0	20.0	40.4	45.4	1,478	1,766	2,160	31.0
Statistical, coding, and research clerks ²	5,800	75.9	24.1	30.1	35.4	1,225	1,526	1,756	8.3
Stenographers, typists, and secretaries	53,200	15.0	85.0	29.0	30.7	1,275	1,462	1,700	5.1
Verifying and reviewing clerks, n. e. c.	1,600	89.1	10.9	39.1	(⁴)	1,228	1,513	1,746	12.5
Other ⁴	58,000	56.9	43.1	34.0	40.2	1,382	1,668	1,953	21.8
Service ²	56,720	84.3	15.7	41.7	40.9	1,117	1,305	1,571	13.6
Attendants, hospitals and other institutions	19,100	78.0	22.0	40.5	37.5	1,051	1,164	1,333	.3
Building services—janitors and charmen	12,100	73.6	26.4	43.0	45.1	1,077	1,200	1,363	.8
Cooks	2,850	84.2	15.8	42.2	46.3	1,235	1,439	1,716	11.2
Elevator operators	2,000	88.8	11.2	41.7	36.6	1,212	1,310	1,409	—
Kitchen workers	1,550	91.9	8.1	30.9	(⁴)	675	807	946	—
Personal service occupations, n. e. c.	1,550	74.2	25.8	35.9	37.2	707	935	1,318	16.8
Protective services ^{2,4}	17,570	98.2	1.8	42.5	46.1	1,342	1,844	2,316	39.7
Trade and manual ²	185,055	94.4	5.6	42.1	41.7	1,256	1,579	1,924	20.3
Skilled ²	93,150	99.4	0.6	42.9	(⁴)	1,546	1,862	2,141	34.9
Construction occupations—total	18,585	—	—	45.1	—	1,325	1,751	2,054	30.2
Bricklayers and stonemasons	650	—	—	46.8	—	1,088	1,597	2,163	53.1
Carpenters and other woodworkers	8,700	—	—	47.2	—	1,206	1,705	2,003	27.4
Cement finishers and plasterers	500	—	—	45.6	—	1,246	1,685	2,124	36.0
Drillers	1,000	—	—	42.9	—	1,411	1,596	1,731	3.5
Machinery operators, n. e. c.	1,100	—	—	38.1	—	1,269	1,640	1,897	16.4
Painters	2,435	—	—	45.6	—	1,543	1,841	2,055	30.2
Plumbers and steam fitters	3,700	—	—	43.5	—	1,424	1,880	2,189	40.0
Insulation and other construction workers	500	—	—	44.2	—	1,840	2,032	2,261	54.0
Metalworking occupations—total	30,380	—	—	42.0	—	1,570	1,874	2,088	32.3
Blacksmiths and occupations in mechanical and heat treatment of metals	1,330	—	—	44.8	—	1,290	1,571	1,910	19.5
Boilermakers	1,600	—	—	42.3	—	1,274	1,810	2,082	31.6

See footnotes at end of table.

Occupations in Federal Employment

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TABLE 8.—Age, Sex, and Salary of Federal Employees, December 31, 1938, in 117 Occupational Groups—Continued

Occupational group	Estimated number of employees	Percent of employees		Average age ¹		Salary			Percent with salaries \$2,000 and over
		Men	Women	Men	Women	First quartile	Average ¹	Third quartile	
Trade and manual—Continued.									
Skilled—Continued.									
Metalworking occupations—Continued.									
Machinists.....	17,300	---	---	42.4	---	\$1,643	\$1,885	\$2,057	29.7
Molders and foundry workers.....	1,045	---	---	44.0	---	1,184	1,852	2,175	44.5
Sheet-metal workers.....	3,590	---	---	38.5	---	1,328	1,863	2,209	41.2
Structural-iron workers.....	350	---	---	45.3	---	1,702	2,015	2,250	51.4
Toolmakers, die sinkers, and other machine-shop occupations.....	1,390	---	---	42.4	---	1,556	1,887	2,122	34.5
Welders.....	2,350	---	---	38.4	---	1,832	1,975	2,177	45.5
Other ⁴	1,425	---	---	44.4	---	1,565	1,704	1,887	15.1
Printing occupations—total ¹	3,150	---	---	44.8	---	1,813	2,663	2,950	70.5
Compositors and typesetters.....	900	---	---	42.0	---	2,648	2,835	3,022	81.7
Photoengravers ¹	550	---	---	48.6	---	(³)	(³)	(³)	68.2
Pressmen and plate printers.....	850	---	---	44.6	---	1,794	2,686	2,963	70.6
Lithographers and other printing occupations.....	850	---	---	44.4	---	1,604	2,405	2,603	58.8
Communications linemen and related occupations.....	500	---	---	40.5	---	1,451	1,863	2,390	37.0
Crane, derrick, hoist, and shovel operators.....	1,200	---	---	41.9	---	1,575	1,830	2,190	36.7
Foremen, construction.....	2,500	---	---	44.4	---	1,791	2,048	2,332	56.8
Foremen, n. e. c.....	8,500	---	---	44.2	---	1,559	1,768	2,043	33.8
Electricians.....	5,400	---	---	41.0	---	1,601	1,938	2,231	43.5
Instrument makers.....	500	---	---	42.3	---	1,855	2,068	2,267	60.0
Locomotive engineers, brakemen, and other transportation occupations.....	545	---	---	45.1	---	1,650	1,982	2,857	48.6
Mechanics, airplane.....	1,850	---	---	41.6	---	1,622	1,941	2,178	43.2
Mechanics, motor vehicle.....	1,800	---	---	41.2	---	1,576	1,757	2,054	30.6
Mechanics and repairmen, n. e. c.....	3,615	---	---	43.7	---	1,349	1,732	2,060	28.2
Pattern and model makers.....	4,500	---	---	41.0	---	1,335	1,813	2,183	36.0
Stationary engineers.....	4,050	---	---	44.1	---	1,682	1,946	2,335	44.4
Tailors and clothing workers ¹	475	---	---	46.3	---	1,416	1,771	2,004	25.3
Other ⁴	5,600	---	---	44.2	---	1,364	1,616	1,963	23.2
Semiskilled ²	47,905	85.1	14.9	40.9	40.5	1,267	1,451	1,696	10.1
Chairmen and rodmen.....	2,600	100.0	---	28.9	---	1,160	1,319	1,454	---
Chauffeurs.....	8,050	100.0	---	40.0	---	1,220	1,453	1,770	20.3
Chippers and calkers (shipbuilding).....	600	100.0	---	45.5	---	1,843	1,943	2,131	35.8
Clothing-machine operators ²	2,225	11.2	88.8	44.5	37.0	1,086	1,245	1,419	3.3
Construction occupations.....	700	100.0	---	42.5	---	1,133	1,414	1,933	23.6
Firemen (boiler).....	6,500	100.0	---	44.6	---	1,265	1,369	1,473	.5
Hunters, trappers, and guides.....	250	100.0	---	44.4	---	1,114	1,434	1,988	24.0
Irrigation occupations.....	400	100.0	---	42.1	---	1,366	1,613	1,853	11.3
Laundry workers.....	550	49.1	50.9	39.6	36.9	566	749	1,036	.9
Machine-shop occupations.....	3,195	89.2	10.8	41.3	45.7	1,282	1,489	1,777	10.6
Metalworking occupations, n. e. c.....	1,560	86.5	13.5	40.7	37.8	1,240	1,433	1,701	7.4
Munitions and other chemical workers.....	750	84.0	16.0	35.6	(³)	1,209	1,410	1,617	1.3
Nurserymen, gardeners, and grounds keepers.....	800	100.0	---	42.9	---	1,520	2,005	2,106	42.5
Oilers of machinery.....	1,600	100.0	---	34.8	---	1,252	1,375	1,497	---
Printing and publishing occupations, n. e. c.....	5,150	29.6	70.4	34.7	41.1	1,549	1,641	1,733	3.8
Sailors and deckhands.....	550	100.0	---	30.7	---	730	903	1,085	1.8
Teamsters and other transportation occupations, n. e. c.....	900	100.0	---	36.9	---	1,134	1,539	1,837	5.6
Warehousemen and stores handlers.....	1,950	100.0	---	42.3	---	1,497	2,043	2,158	59.0
Other ⁴	9,575	94.0	6.0	41.9	41.1	1,210	1,377	1,588	3.5
Unskilled laborers and operatives.....	44,000	93.9	6.1	41.4	43.8	1,032	1,192	1,475	.3

¹ Median.² Age and salary computations are exclusive of employees for whom complete information was not available on age and salary. In this category are persons serving without compensation (largely agents and consultants), dollar-a-year employees, and workers paid on a piece-work basis.³ Insufficient number of employees for computation of an average.⁴ The "other" categories consist primarily of positions the titles of which were too general for specific classification in any of the detailed occupational groups. Included also are numerically insignificant categories of occupations. In the "managerial and administrative" group the positions are predominantly administrative and supervisory in character without specific reference to occupational fields.⁵ College instructors and professors are counted in the profession which they teach, but instructors and teachers in primary and secondary schools are included here.⁶ Insufficient number of women for analysis of skilled trade and manual occupations by sex.

N. e. c.—not elsewhere classified.

National Defense Policies

ACTIVITIES OF NATIONAL DEFENSE ADVISORY COMMISSION

THE National Defense Advisory Commission was appointed by President Roosevelt, May 28, 1940, to coordinate and organize the Nation's resources of men and materials. The activities of the Commission during its first 6 months, briefly outlined, have been as follows:

To meet defense needs the Commission has cleared contracts totaling more than 10 billion dollars. The Army and Navy have awarded approximately 9 billion dollars of those contracts to industry, representing over three-fourths of the program.

Major contract categories include 3.3 billion dollars for ships; 1.5 billion dollars for construction of factory expansion and for housing; 1.5 billion dollars for planes and parts; 600 million dollars for ammunition; 500 million dollars for guns; 400 million dollars for trucks and tanks.

These contracts, plus such British and other foreign material orders as have been placed at the present time, call for 50,000 airplanes; 130,000 engines; 17,000 heavy guns; 25,000 light guns; 13,000 trench mortars; 33 million shells loaded; 9,200 tanks; 300,000 machine guns and ammunition; 400,000 automatic rifles and ammunition; 1,300,000 regular rifles and ammunition; 380 Navy ships; 200 mercantile ships; 210 camps and cantonments; 40 Government factories.

Clothing and equipment for 1,200,000; the first mass production tank factory in the world; 5 smokeless powder and high-explosive plants; 6 shell, bag, and ammunition-loading plants; 5 new machine-gun plants; 50,000 new trucks.

Deliveries on these contracts show approximately 2,400 airplane engines monthly; approximately 700 airplanes monthly; over 100 light tanks monthly; more than 10,000 M1 semiautomatic rifles monthly; one fighting ship for the Navy every 12 days.

Contracts will call for about 18,000,000 man-hours of labor.

As the Nation's factories go to work on defense, a system of priorities has been set up to minimize the threat of bottlenecks with consequent price rises in materials for defense and civilian needs.

The Priorities Board has already approved a system of voluntary preference ratings on national defense contracts.

A Commercial Aircraft Priority Committee is coordinating production and maintenance of commercial air transport equipment with defense requirements.

A Machine Tool Priority Committee is coordinating national defense, commercial, and export demands on machine-tool industries.

Closely integrated with the priority plan was development of new purchasing policies to prevent defense orders from dislocating our economic structure and causing spiralling prices such as occurred during the last war.

¹ The National Defense Advisory Commission. Functions and Activities of the Commission. Washington, 1940.

New f. o. b. and split-bid buying policies distribute defense orders geographically and to smaller units. Under the f. o. b.-buying plan, the Government will take delivery on its orders at the factory door. Split bids enable small manufacturers to bid on as much of a contract as they can fulfill.

In a new type of contract the Government shares the risk of emergency plant expansion for defense orders, thus bringing private capital into the defense program.

The Commission has also developed a policy of negotiated contracts to speed defense work and make fullest possible use of the Nation's resources.

The Small Business Activities Office maintains close contacts with Army and Navy procurement officers. Through district officers of the Federal Reserve System, information on defense needs is transmitted to small business throughout the Nation. Local Federal Reserve officers are working with manufacturers, giving information on Government requirements, and arranging financing through local banks, the Federal Reserve System, or the Reconstruction Finance Corporation. Manufacturers desiring further information should call on their local Federal Reserve officials.

An intensive drive to revitalize the Nation's "ghost towns" is going ahead, along with the development of the Small Business Activities Office. The goal is to utilize idle labor and plant capacities of shut-down areas in meeting defense needs.

In order to have on hand detailed surveys of the requirements of the defense program in terms of raw materials and production facilities, the Bureau of Research and Statistics is working in close collaboration with the Army and Navy.

When the Commission receives estimates of Army and Navy requirements for a certain product, it breaks these down into raw materials such as iron, steel, tungsten, leather, wool, etc. These figures are checked against the available productive facilities. Arrangements are made to augment supplies when and where necessary.

Through surveys of available supplies of raw materials and of requirements of the defense program, the Commission has prevented threatened price rises in such key industries as wood pulp and lumber, steel, copper, and zinc. Representatives of these industries agreed that speculative rises were unjustifiable.

A contract has been signed for the delivery of Bolivian tin and negotiations for the construction of domestic tin smelters are in the final stages. Reserve stocks of tin, already in the country or en route to this country, are adequate to meet requirements for more than a year.

Stock piles of antimony, rubber, manganese, tungsten, chrome ore, etc., are growing.

Production of synthetic substitutes for vital materials which we do not produce in this country, such as rubber, has been encouraged.

Satisfactory substitutes are now available for two of the strategic materials—coconut shell-char and silk.

Domestic output of strategic materials, such as manganese and mercury is being encouraged, and scientists are at work on new processes for the fuller utilization of domestic resources.

Supplementary supplies of chrome ore will come from Cuba.

Congress has authorized a 25 million dollar increase to TVA to insure adequate supplies of electricity for aluminum production. Large scale expansion in the production of aluminum will provide a sufficient quantity to meet the military requirements of the defense program as well as present civilian needs.

In the field of chemical and allied products, expansion in the output of ammonia and ammonium nitrates for powder production has been arranged. A program for underground storage of high-performance aviation gasoline is under

way. Steps have been taken toward protection of storage facilities against attack and sabotage.

Arrangements have been made to develop adequate new sources of toluene from petroleum to augment our present supplies of this basic ingredient of TNT, and a new plant is already under way.

The Commission's surveys of agricultural production have shown that sufficient supplies are on hand and surpluses exist in many commodities. This has been a factor in the Commission's decision to develop a program of decentralizing industry to make excess agricultural manpower available for defense production.

In the field of agricultural and forest materials, plans have been laid for ample supplies of cotton linters for munitions purposes. Arrangements have been completed for stock piles and storage of wool sufficient for all emergency needs. Surveys have been made of lumber requirements, and plans arranged for utilizing the New England hurricane lumber in defense construction. A survey has shown domestic supplies of pulp and paper products sufficient for domestic needs and export. Adequate supplies of leather are available.

Surveys in the field of transportation show an adequacy of transportation facilities at present.

Eighty thousand miles of roads are being improved to facilitate rapid movement of troops and materials.

A coordinated warehousing program is being undertaken by the Commission as an adjunct to making full use of transportation facilities. A survey of all warehouses available is being made.

Providing manpower for the Nation's factories, mines, and transportation systems is another function of the Commission. One million men and women have gone back to work in the past 2 months. Several million more will be needed by next November.

To provide manpower for industries, the Commission has set up a three-phase labor supply program. Five and one-half million men and women registered through the United States Employment Service have been classified as to availability for defense jobs. These registers are available to manufacturers throughout the country.

A program has been developed for training men in industry and for advancing present employees to positions of greater responsibility with the expansion of the defense program.

In the vocational training program, over 100,000 enrollees are taking refresher courses and learning new skills.

A training program designed to strengthen and expand managerial organizations through increasing responsibility in junior executive and supervisory positions is under way.

A detailed program of training skilled craftsmen for America's defense industries through apprenticeship has been formulated.

The A. F. of L. and the C. I. O. have informed the Commission that they will be responsible for seeing that Negro workers are not discriminated against in national defense employment.

Adequate housing is vital to the defense program so that not a single rivet in a single ship is delayed, because workers cannot find decent housing at reasonable rentals.

The Commission has launched a coordinated housing program.

The first two projects of housing units are completed. Construction is under way on housing projects in 75 additional vital defense centers. Private industry is being encouraged to construct the major portion of the 700 million dollar housing program. Under the coordinated program various Federal agencies will aid private enterprise in this task. The remaining portion, designed for temporary

needs during the period of emergency or for families whose income does not permit private enterprise to make a reasonable profit, will be constructed by various Federal agencies.

The Commission has taken action to protect the consumer. For example, evidence was found of speculation in No. 10 size canned foods. Military supplies are usually purchased in a No. 10 size can. Had this condition continued, not only the Army, but institutional buyers of food in large size cans, such as hospitals, schools, restaurants, etc., would have faced unjustifiable increases in the cost of canned goods.

The Defense Commission recommended that the Quartermaster General authorize the purchase of canned foods in smaller size cans as an alternate, tending to bring about more normal relationships between the prices of different sizes.

A program to strengthen the Nation's human defenses by making food market information available to household buyers through market news broadcasts is under way. A price information program, designed to assist consumers in meeting some of their food purchasing problems and help them contribute to the defense program by buying in ways which will tend to stabilize prices, has been initiated.

Methods of cooperation between wholesale distributors of consumer goods and the Commission have been discussed at a conference of wholesaling trade representatives. Merchant and distributor leaders of about 100 wholesaling groups participated.

Foreign Wartime Policies

ALLOWANCES TO FAMILIES OF MOBILIZED MEN IN EUROPEAN COUNTRIES

SEVERAL European countries have inaugurated systems of allowances for families of men in war service or have increased allowances previously established. Thus, Sweden and Bulgaria have new systems created in the spring of 1940 and Great Britain recently increased the allowances payable to families of men called to the colors.¹

Great Britain

As an outcome of appeals by labor members of Parliament for higher family allowances for men in the fighting forces, an announcement was made in the House of Commons on October 9, 1940,² that beginning with the first payment in the following month these allowances would be increased. At the same time it was stated that the existing scales of these benefits had been carefully reviewed, especially in connection with the recent rise in the cost of living.

The increases per week are 1s. for a wife, 1s. 6d. for each of the first 2 children, 2s. for the third, and 1s. for each of the other children in the family. The allowance for dependents other than wives and children has been increased 1s. and the income limits governing the awards of allowances for dependents have been raised.

The new rates per week are given below:

Wife.—Warrant officer (class I), 24s. 6d.; warrant officer (class II), 21s.; staff sergeant, etc., 20s. 6d.; sergeant or lower rank, 18s.

Children.—One child, 7s. 6d.; two children, 13s.; each additional child, 4s.

Dependents.—(Based on average weekly contribution before joining up) between 9s. and 15s., 13s.; between 15s. and 20s., 18s.; over 20s., 21s. 6d.; person entirely dependent on serviceman, 25s.

The income limits for awards of allowances for ordinary dependents other than wives and children will be extended from 15s. and 18s. 6d. per week to 16s. and 20s., respectively, per household member and, in the case of a dependent who lives alone, from 23s. 6d. to 25s.

¹ For data on other countries which have acted regarding family allowances for service men, see *Monthly Labor Review*, issues of February (p. 328), April (p. 843), May (p. 1165), and July 1940 (p. 32).

² Labor Party Press and Publicity Department. *Labor Press Service* (London), October 16, 1940.

Sweden

A new system of regulating allowances to families of men called to the colors was inaugurated by a Swedish Royal Order of April 17, 1940. These grants are of four different types: For the maintenance of the members of the mobilized man's family; for the upkeep of his home; for the carrying on of his business; and aid to members of his family when they are ill.³

Family maintenance.—The allowance for maintaining the members of the mobilized man's family is paid for a wife if the man is living with her, for his dependent children under 16 years of age, and for his father and mother if he is obliged to support them and was actually doing so when he was called to the colors. Under specified circumstances the person in charge of the man's household may also receive allowances.

The grant for maintenance consists of a basic part which is paid in all cases without proof of need, and another part which is granted only if the proper authority judges that the need for it has been proven. The basic part is granted only for a wife and children under 16 years of age, and amounts to 1 crown per day for the former and 0.40 crown per child. The order does not fix the rate of allowances, but does provide a maximum which must not be exceeded under any conditions. This maximum varies according to the cost of living in the locality in which the beneficiary resides. For a wife the range is from 1.75 to 2.25 crowns per day; for other members of the family, from 1.00 to 1.50 crowns for persons over 16 and from 0.70 to 0.90 crown for persons under that age.

Housing allowance.—If it is evident that, although receiving maintenance allowances, one or more members of the mobilized man's family still need help to keep the home in which they are living when the mobilized man was called up, the proper authority may take action. Usually the rate of the allowance paid in this connection may not be more than the rental and cost of heating of the dwelling. A removal grant (no maximum specified) may also be allowed.

Allowance for maintenance of individual's business enterprise.—A grant is made when it is thought possible that an independent business enterprise carried on by the mobilized man can be maintained by the employment of wage-paid labor. This allowance is limited to mobilized men who were supporting the members of their families by the product of their own work. When such grant is made, the maintenance allowance is not paid. The amount of the allowance for the maintenance of a mobilized man's business may not be more than absolutely required to ensure the carrying on of such enterprise—in general not over 200 crowns per month.

³ International Labor Office. *International Labor Review* (Geneva), August-September 1940.

Sickness allowance.—Where it is clearly established that a state of need exists, the mobilized man will be granted an allowance to meet the costs of medical and hospital treatment; in case of sickness in his family, such payment shall cover only the expenses actually incurred on account of the sickness.

Right to allowances.—The right to the four types of allowances discussed above may, in accordance with provisions formulated by the administrative authorities, be made on the condition that members of families in receipt of allowances apply for work at a public employment office.

The allowances are generally paid by the local authorities of the place in which the families of mobilized men reside, but the order provides for a refund from the State of the basic portion of the maintenance allowance and of nine-tenths of the amount of the other allowances. Each local authority must create a special body to administer the allowances or assign this duty to an administrative agency already in existence. Appeal may be made from the decisions of the local bodies to the provincial council.

*Bulgaria*³

Under the Civil Mobilization Act of May 4, 1940, "all Bulgarian citizens of either sex between the ages of 16 and 70 are liable to civil mobilization." Alien enterprises and nationals may also be made subject to this law. The Cabinet regulates the system, and the enforcement of the law is entrusted to the Department of Civil Mobilization attached to the War Ministry and various local or other public administrative services. A superior council of civil mobilization functions as an advisory body to the Department.

Regulations dated May 17, 1940, concerning the application of the Civil Mobilization Act include detailed rules on the methods of aiding the families of mobilized men or of persons who are selected for military retraining. A central service for family allowances to mobilized men is provided for under the Ministry of the Interior, as are also certain local aid services for the operation of which the mayors aided by local committees are responsible.

The families of mobilized men whose total income per month is not above a specified amount (varying according to the locality of their residence and the composition of their families) are entitled to a monthly allowance and, where necessary, to a housing allowance of an amount fixed by the mayor and local committees.

³ International Labor Office. *International Labor Review* (Geneva), August–September 1940.

MORATORIUM ON RENTS AND MORTGAGES IN AUSTRALIA

LIABILITY of members of the Commonwealth of Australia naval, military, or air forces and certain of their dependents for debts, such as mortgages, rents, and installment payments, is postponed under the terms of regulations issued on September 10, 1940.¹

A member of any one of the armed services, or his female dependent, who is liable for payment of a mortgage or any part due for the purchase of land is entitled to an extension of time if the agreement was entered into before the member joined the armed forces. The postponement permitted is for 6 months from the date the payment is due, 6 months from the date when war ceases, 6 months from the date that the person's war service ends, or 6 months after his death, whichever occurs last. Extra time is not granted for payment of interest. The postponement of principal payment does not apply if the court determines this is unnecessary in the best interests of the member concerned, or would cause serious loss or hardship to the mortgagee or landholder.

Proceedings are forbidden whereby goods would be repossessed which are used by a female dependent of a member of the forces to assist in supporting herself or any of the member's family. Action may not be taken to recover any wearing apparel belonging to a member or his female dependent, up to a maximum valuation of £100. Exception is made if the installments were 3 months in arrears before the beginning of military service, and have not since been paid, or if the goods have been sold or otherwise disposed of before completion of payments. The benefits may be withheld, if the court finds that no hardship is worked.

An order for ejection from a dwelling may not be made against a member of the service, a parent, or female dependent as long as the rent is paid and other conditions of tenancy are fulfilled. The court has the power to issue such an order if the tenant has failed to live up to his obligations as regards waste, or nuisance, or if the landlord needs the dwelling for his own use or that of an approved tenant.

In general, owners may not increase the rent for land leased to a member of the armed forces, his parent, or female dependent, for use in agriculture, fruit growing, beekeeping, poultry and stock raising, or any kindred pursuit. To raise the rent, permission of the court is required. Assistance from the court in recovering possession of land may be invoked only if the occupier has failed to pay the rent.

¹ Employers' Federation of New South Wales. *The Employers Review* (Sydney), September 1940.

War service for the purpose of these regulations is defined as follows:

(a) The service of a member of the citizen forces when called out for war service under the Defense Act, 1903-39, or during continuous training under that act or the Naval Defense Act, 1910-34, or the Air Force Act, 1923-39.

(b) Continuous service under any of such acts of any person who volunteers and is accepted for such service during the present war.

(c) The service during the war of such other members of the forces as the Minister specifies by order published in the Commonwealth Gazette.

WARTIME CONDITIONS AND ACTIVITIES IN CANADA ¹

Labor and Industrial Statistics

THE effects of war, as reflected in Dominion industrial and labor statistics, are indicated in the following table recording various changes in September and October 1940 as compared with the same months in 1939. Among the more outstanding of these changes are the rise of the employment index from 121.7 in October 1939 to 136.2 in the same month in 1940; the reduction of unemployment among trade-unions from 9.1 percent in October 1939 to 4.4 percent in October 1940; the increase in building permits from \$4,114,451 in September 1939 to \$10,014,340 in September 1940; and the advance of the industrial-production index from 128.3 in September 1939 to 167.0 in September 1940.

Monthly Statistics Reflecting Industrial Conditions in Canada ¹

[Official statistics except where noted]

Item	1940		1939	
	October	September	October	September
Trade, external aggregate ²		\$189,065,024	\$170,471,796	\$156,020,853
Imports, merchandise for consumption ²		\$86,286,828	\$79,053,266	\$73,564,271
Exports, Canadian produce		\$101,439,603	\$90,432,856	\$81,461,185
Customs duty collected ²		\$11,090,139	\$11,406,749	\$11,069,926
Bank debits to individual accounts		\$2,571,235,762	\$2,898,915,767	\$2,831,650,702
Bank notes in circulation		\$92,558,303	\$95,310,451	\$100,184,603
Bank deposits, savings		\$1,654,968,286	\$1,709,156,774	\$1,692,112,655
Bank loans, commercial, etc.		\$983,041,761	\$952,296,069	\$891,421,126
Indexes (1926=100) ² of—				
Security prices:				
Common stocks		83.2	106.0	100.1
Preferred stocks			89.0	83.3
Bond yields, Dominion	71.0	71.3	76.5	78.3
Bond yields, Ontario ⁴		72.2	75.8	84.1
Prices, wholesale	⁵ 83.6	82.7	79.3	78.2
Cost of living	107.0	106.4	103.5	100.8
Retail sales, unadjusted		88.6	92.1	91.1
Employment (employers' pay-roll figures)	136.2	131.6	121.7	119.6
Unemployment (trade-union members), percentage of ⁶	4.4	5.2	9.1	10.9

See footnotes at end of table.

¹ Unless otherwise noted the data in this article are from the Canadian Labor Gazette, November 1940.

Monthly Statistics Reflecting Industrial Conditions in Canada—Continued

Item	1940		1939	
	October	September	October	September
Railway—				
Carloadings, revenue freight cars.....	251,410	241,904	250,921	272,885
Canadian National Railways, gross earnings ¹	\$22,984,979	\$21,119,220	\$21,943,155	\$22,645,303
Operating expenses.....			\$14,194,078	\$14,203,451
Canadian Pacific Railway, gross earnings.....	\$16,891,000	\$15,646,000	\$16,667,801	\$19,323,814
Canadian Pacific Railway, operating expenses, all lines.....		\$12,661,299	\$10,823,636	\$13,501,859
Building permits ²		\$10,014,340	\$5,612,269	\$4,114,461
Contracts awarded ³	\$26,360,600	\$52,260,000	\$14,228,100	\$19,379,100
Mineral production:				
Pig iron..... tons.....	179,137	105,020	85,758	65,954
Steel ingots and castings..... do.....		164,575	149,890	124,000
Ferro-alloys..... do.....		13,147	6,357	10,406
Gold..... ounces.....			432,678	422,392
Silver..... do.....			1,683,164	1,979,640
Coal..... tons.....			1,747,663	1,344,972
Timber scaled in British Columbia..... board feet.....		339,400,901	306,507,577	229,271,670
Flour production..... barrels.....		1,635,849	2,089,562	1,927,102
Sugar, manufactured ⁴ pounds.....	92,174,302	71,339,246	101,604,562	71,827,680
Footwear production..... pairs.....		2,484,608	2,701,694	2,368,374
Output of central electric stations, daily average..... kilowatt-hours.....		79,355,000	83,547,000	79,327,000
Sales of insurance.....		\$25,681,000	\$34,379,000	\$36,814,000
Newsprint production..... tons.....		282,320	280,990	253,230
Automobiles, passenger, production.....		3,410	7,791	3,494
Indexes (1926=100) of—				
Physical volume of business ⁵		155.4	133.1	125.8
Industrial production.....		167.0	139.7	128.3
Mineral production.....		228.0	194.2	223.2
Manufacturing.....		159.7	143.7	121.3
Construction.....		127.0	43.3	48.6
Electric power.....		248.0	245.6	245.9
Distribution.....		122.2	114.3	118.4
Trade employment.....		146.2	138.3	138.0
Carloadings.....		81.9	80.0	95.6
Imports.....		109.8	99.3	102.0
Exports, excluding gold.....		134.3	106.9	112.8

¹ Most of the figures in this table with an analysis are included in the Monthly Review of Business Statistics issued by the Dominion Bureau of Statistics.

² Excluding gold.

³ Except for cost of living (1935-39=100) and retail sales (1930=100).

⁴ Calculated from yields of Ontario bonds.

⁵ For the week ended Nov. 1, 1940.

⁶ Figures for end of previous month.

⁷ Figures for 4 weeks ending Oct. 26, 1940, and corresponding periods.

⁸ Now based on 203 municipalities instead of 58 as formerly.

⁹ MacLean's Building Review.

¹⁰ Sugar production given in periods of 4 weeks ending Oct. 5 and Sept. 7, 1940; Oct. 7 and Sept. 9, 1939.

¹¹ Index numbers are adjusted when necessary for seasonal variation.

Interdepartmental Committee on Labor Coordination

An Interdepartmental Committee on Labor Coordination was established by an order in council (P. C. 5922) of October 25, 1940.

The committee's duties are—

(a) To promote coordination of the functions and activities of all government agencies in relation to matters affecting labor and to obtain the cooperation of provincial governments;

(b) To anticipate, as far as possible, the labor and manpower requirements of the war program as a whole, and to recommend to the various departments having to do with these matters the most effective ways and means of meeting such requirements;

(c) To consider the needs of the war program with respect to training employees in industry, in technical schools or otherwise, and to recommend such further provision as may be deemed advisable;

(d) To maintain close and direct contact with industries engaged on war contracts and, in cooperation with the Department of Munitions and Supply, to assist them in meeting their labor requirements.

(e) To refer questions to and consult with the National Labor Supply Council in order to secure the considered judgment of employers and employees on measures and practices proposed, with a view to obtaining their cooperation in such measures and practices as may be adopted, and that the said Committee be charged with the responsibility of insuring the carrying out of any approved plans in respect of the foregoing matters;

(f) To formulate a plan whereby competition between employers engaged on the war program may be eliminated;

(g) To formulate a plan whereby employees and employers may be transferred from nonessential to essential war industries with the least possible disruption; and

(h) To report from time to time as may be necessary to a Committee of the Cabinet on Labor Supply, consisting of the Minister of Labor as chairman, the Minister of Munitions and Supply, the Minister of National Defense, the Minister of Finance, and the Minister of National War Services.

Amendment of Definition of "Essential Services"

In regulation 2 of the Defense of Canada Regulations (Consolidation) 1940, "essential services" were defined as meaning "such services as may for the time being be declared by the Governor in Council to be essential for the prosecution of the war or to the life of the community."

On the recommendation of the Minister of Justice, the Governor General in Council by an order (P. C. 6416) published in the Canada Gazette, Extra, of November 13, 1940, revoked the subparagraph quoted above from regulation 2 and substituted therefor the following definition:

(d) "Essential services" means any of the following undertakings: (i) any undertaking for the supply of electricity, gas, or water; (ii) any telegraph or telephone service or undertaking; (iii) any railway, light railway, tramway, canal, dock, harbor, pier, or lighthouse undertaking; (iv) any irrigation works; (v) any mining or industrial undertaking engaged in the production of war materials or supplies; and (vi) any undertaking which may have been heretofore or may hereafter be declared by the Governor in Council to be essential for the prosecution of the war or to the life of the community.

General Advisory Committee on Rehabilitation

Over a year ago, December 8, 1939, a special committee of the Cabinet, to be presided over by the Minister of Pensions and National Health, was constituted by order in council (P. C. 4068½) to give prompt and careful consideration to problems resulting from the discharge and demobilization of members of the Dominion forces and the rehabilitation of these men into civilian life. This committee was authorized to appoint advisory committees drawn from Government personnel. In accordance with an order in council (P. C. 5421) a General Advisory Committee was constituted on October 8, 1940.

Exemptions From Hours Limitations on Special Defense Work

For the purpose of providing accommodations and training facilities for men called under the National Resources Mobilization Act, it was imperative that a great number of buildings should be constructed at the different training centers.

To meet this emergency an order in council (P. C. 3947) was issued which provided that the hours of work of persons engaged on this construction should not be subject to paragraph (b) given below from "subsection (1) of section 3 of the Fair Wages and Hours of Labor Act, 1935, chapter 39 of the Statutes of Canada 1935."

(b) The working hours of persons while so employed shall not exceed 8 hours per day nor 44 hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

Regulations to Prevent Enticement of Labor in War Industries

The enticement of skilled labor is prohibited under a Dominion order in council (P. C. 6286) issued November 7, 1940. The regulations to prevent such practice are quoted below:

1. No person, firm, corporation, or agent thereof shall (a) advertise in any newspaper, periodical, or magazine, (b) write, send, or publish any letter, circular, or notice, or, (c) display any poster, placard, or other writing or document conveying to the public any information for the purpose of engaging or employing anyone for service in any industrial or manufacturing establishment, or having reference to employment therein or designed or intended to induce any worker or employed person to enter the employment of any such person, firm, or corporation, without inserting in clear type in any such advertisement, letter, circular, notice, poster, placard, or other writing or document words to the following effect:

"Applications will not be considered from persons in the employment of any firm, corporation, or other employer engaged in the production of munitions, war equipment, or supplies for the armed forces unless such employee is not actually employed in his usual trade or occupation."

2. No person, firm, corporation, or agent thereof shall directly or indirectly solicit by word of mouth any person to enter his employ who is at the time engaged in the manufacture of munitions, war equipment, or supplies for the armed forces, unless such employee is not actually employed in his usual trade or occupation.

3. Every person who contravenes or fails to comply with any provision of these regulations shall be guilty of an offense and shall be liable on summary conviction to a fine not exceeding \$500.

Regulations Pertaining to Full Payment of Employees

The Canadian Minister of Labor has announced that investigation of all claims for payment of wages in accordance with the "fair wage schedules" of Government contracts is to be in charge of the Deputy Labor Minister, who is also responsible for collecting from contractors

and paying to employees any validated claims. The regulations are designed to solve wartime problems growing out of the vast expansion of public contracts, the adaptation of the limited inspection services to the new needs, and the jurisdiction of the Department of Labor as affected by the new wartime agencies connected with public contracts.

Discontinuance of Government Home-Improvement Loans

On October 23, 1940, the Minister of Finance stated that after October 31, 1940, no further loans would be accepted under the Home Improvement Loans Guaranty Act. The terms of this legislation provided that the maximum amount of loans which the Minister of Finance was empowered to guarantee was \$50,000,000 and it was thought that the loans made would closely approximate this figure.

The "home-improvement plan," designed to relieve unemployment especially in the building industries, was inaugurated in 1936. It was a great success and is reported in the article under review as "one of the most constructive measures taken to solve the unemployment problem." By September 30, 1940, the loans made had totaled \$48,181,525, the losses paid at that date aggregated under a fourth of 1 percent and 62.14 percent of the money loaned had been returned by borrowers.

The plan, however, has served its purpose, and what the country is now about to face is not the need to create employment, but rather the necessity of mobilizing all available supplies of labor, and particularly skilled labor, to meet the imperative demands of the war program.



FRENCH DECREE ON ORGANIZATION OF INDUSTRIAL PRODUCTION

PROVISIONAL regulations for the control of industry and labor in unoccupied France were issued in a decree of August 16, 1940.¹ The decree provided for a State-controlled economy through a system of Government-appointed committees for individual industries under Government supervision, and the dissolution, by decree, of all national employer and labor organizations. A series of decrees published in the *Journal Officiel*, November 9, 1940, provided for the dissolution of a number of these organizations, including the employers' organizations in the steel and coal industries (*Comité des Forges* and *Comité Central des Houillères*), the general employers' association (*Confédération Générale du Patronat*), and the principal labor organization (*Confédération Générale du Travail*).

¹ Data are from reports by H. Freeman Matthews, *Chargé d'Affaires ad interim*, American Embassy, Vichy, France.

The necessity of reorganizing the economy of the country so that it could function under the conditions imposed by the armistice and the division of the country into a free zone and an occupied zone was pointed out in the report of the various ministries accompanying the decree.

The provisions of the decree which were to have immediate effect were as follows:

General associations which group employer and labor organizations together on a national scale shall be dissolved by decree and the Minister Secretary of State for Industrial Production and Labor shall determine what disposition is to be made of the property of dissolved associations or organizations.

Provisionally and until the establishment of a definitive plan for professional organization, an organization committee shall be created for each branch of industrial or commercial activity where conditions are such as to require it. The duties of such a committee will be to make a census of enterprises, their means of production, stocks, and labor; fix the programs of production and manufacture; arrange for the acquisition and distribution of raw materials and products required by the branch of industry concerned; establish rules which are to be followed by enterprises as regards their general operation, quality of product, employment of labor, methods of exchange of products and services, and regulation of competition; recommend prices for products and services to the proper authorities; and establish or promote measures to establish organizations capable of providing a better functioning of the particular branch of industrial activity in the common interests of the enterprise and of the wage earners.

The organization committee is to be appointed by the Minister Secretary of State for Industrial Production and Labor and members may be proposed by the industrial organizations concerned. A commissioner appointed by the Minister will represent him on the committee or, in default of a committee, will exercise its functions.

An assessment to cover administrative expenses may be levied on the enterprises by the committee, upon authorization by the Minister Secretary of State for Industrial Production and Labor and the Minister Secretary of State for Finance.

Decisions of the committee must be approved by the Minister, or for certain classes of questions, by the Government commissioner.

The committee may recommend to the Minister the requisitioning of raw materials, products, personnel, services, and the enterprises themselves in the branch of industrial activity concerned, as well as the amount and method of payment of indemnities. Such requisitions are subject to the laws on military requisitions.

In case of violation of the regulations issued in regard to the operations of the branch of industry concerned, the committee may recom-

ment sanctions providing for the provisional or permanent removal of the head of an enterprise or one or more of the directors, and the imposition of a fine to be paid to the treasury amounting to not more than 10 percent of the turn-over of the business.

Upon the appointment of the organization committee in any branch of industry the syndicates, associations, or other groups which propose to fill any role of representation, of defense, or any other field of action are placed under the control of the committee, which may require them to produce their files and documents, to be represented at its meetings, and to submit any resolutions taken by them for the approval of the committee.

The powers conferred upon the Minister Secretary of State for Industrial Production and Labor devolve upon the various other Ministers as regards the different branches of activity over which they have jurisdiction.

The decisions taken in application of the law must be countersigned by the Minister Secretary of State for Finance in each case in which they apply to enterprises subsidized by the State.



INCREASE OF FOOD RATIONS IN SHOP CANTEENS IN GERMANY

FOR the armament industries in which physical labor is heavy and the workday lasts at least 10 hours, the German Food Minister on August 14, 1940, increased by 250 grams (about 8¾ ounces) the monthly rations of soy meal, oatmeal, legumes, and legume soup in shop canteens, for the months of August, September, and October 1940.¹ Under this order each worker would have about 2½ pounds of food more per month. In still heavier armament industries which build fighting machines (such as guns, airplanes, ships, etc.), and in which the work shift was longer than 12 hours, canned fish either in oil or in tomato juice was to be served as an extra dish at each hearty meal, in the amount of 250 grams per worker.

These increased rations were to be received from the local military food stores at the request of the shop authorities, accompanied by a statement of the nature of work, hours of work, number of workers, etc., in their respective shops.

The foremen and other officials of these shops were to receive the above supplementary rations only if their duties were strenuous, as for example, if they involved ascending or descending the decks of ships under construction.

¹ *Der Deutsche Volkswirt*, Berlin, September 6, 1940.

REGISTRATION OF UNEMPLOYED EVACUATED PERSONS IN GREAT BRITAIN¹

BRITISH workers who are normally employed and who are evacuated under an approved scheme must register at an employment exchange or other local office of the Ministry of Labor and National Service when and if they become unemployed. This order became effective on September 18, 1940, and is known as the Evacuated Persons Registration Order, 1940. The unemployed worker is required to register in person unless he is living more than 6 miles from the nearest office, in which case a written application may be sent by mail.

By this means the Ministry of Labor will be able to get in touch with new workers in the various areas without delay. The system is also advantageous to workers having no knowledge of employment opportunities in the community to which transferred. Whether an unfulfilled demand for labor exists or immediate opportunities are lacking, the employment exchanges will be able to help the person find work, either in the community to which he is evacuated or elsewhere.

Arrangements between the Ministry of Labor and National Service and the Ministry of Health provide that persons likely to be affected by the order will be notified by the local authorities. Although there is to be close cooperation between the governmental agencies concerned, no person is to wait for a notice, as it is in the national interest for persons normally employed to register in the event they are out of work.

For the purposes of this order a local office means an employment exchange and the persons affected are those who "(a) are normally in employment; and (b) are persons who move or have moved from one area to another under or in pursuance of an approved evacuation scheme; and (c) are persons for whom accommodation by way of lodging or food or both is provided under the terms of a billeting notice issued by virtue of the powers conferred by Regulation 22 of the Defense (General) Regulations, 1939, which requires the occupier of premises to furnish therein while the notice remains in force such accommodation as aforesaid as may be specified in the notice." The reference to Regulation 22 is ordered construed to include any amendments. An approved evacuation scheme is a plan prepared or approved by the Government for transference of members of the civil population from one area to another in the event of war.

¹ Great Britain. Ministry of Labor Gazette (London), October 1940.

Employment and Labor Conditions

PRELIMINARY CENSUS FIGURES ON EMPLOYMENT AND UNEMPLOYMENT, MARCH 24-30, 1940¹

THERE were 52,840,000 workers in the labor force in the United States during the week of March 24-30, 1940, according to preliminary figures compiled by the Bureau of the Census, Department of Commerce. Of these workers, 45,350,000 were reported as employed on private or nonemergency Government work; 5,110,000 were reported as seeking work, without any form of public or private employment; and 2,380,000 were reported as at work on public emergency projects (WPA, NYA, or CCC). These figures are based on a preliminary tabulation of a cross section of the 1940 Population Census returns and are subject to later correction.

The preliminary census tabulations indicate that there was a tendency to classify incorrectly considerable numbers of public emergency workers. This probably resulted from such factors as the tendency for public emergency workers to report themselves at private or nonemergency Government work, and the frequent uncertainty in the minds of workers and their families, or of the census enumerators, concerning the proper classification of certain types of project work. The total number of public emergency workers (WPA, CCC, and NYA) at the time of the census was about 2,900,000, and a further 471,000 were on NYA student work projects.

It should be recognized that these figures are not entirely comparable with the 1930 census figures. The 1940 census of employment includes in the labor force only those persons who, during the week of March 24-30, were at work or had a job, were working on public emergency projects, or were seeking work. It is to be emphasized that this definition of workers in the labor force is based on the activity of the person during a given week while the 1930 figure for "gainful workers" included all those persons usually following a gainful occupation, regardless of whether they were working or seeking work at the time of the census.

According to the preliminary 1940 census returns, the 52,840,000 workers in the labor force in the United States in the week of March 24-30 represented 52.3 percent of the 100,972,000 persons 14 years of

¹ Department of Commerce, Bureau of the Census, Washington. Press release, January 6, 1941.

age and over. Of the total labor force, 44,050,000 workers, or 83.4 percent, reported that they were at work in private or nonemergency Government employment. An additional 1,300,000, or 2.5 percent, reported that they were not actually at work but had jobs, businesses, or professional enterprises from which they were temporarily absent (because of vacation, illness, industrial dispute, bad weather, or lay-off not exceeding 4 weeks with definite instructions to return to work on a specific date). Both these groups include proprietors, farmers, and other self-employed persons, as well as persons working for wages or salaries.

Of the 5,110,000 persons reported as seeking work without any form of public or private employment during the census week, 4,313,000 were persons with previous work experience and 797,000 were new workers who had not previously had a full-time job lasting 1 month or more.

The preliminary tabulation indicates that 79 percent of the male population 14 years of age and over were in the labor force, as compared with 25.5 percent of the female population. Of the men in the labor force, 85.5 percent were reported as employed, 9.6 percent as seeking work, and 4.9 percent as on public emergency work. Of the women in the labor force, 86.8 percent were reported as employed, 9.9 percent as seeking work, and 3.4 percent as on public emergency work.

The remaining 48,131,000 persons, representing 47.7 percent of the total population 14 years old and over, included 28,839,000 persons engaged in home housework, 9,071,000 persons attending school, 5,220,000 persons unable to work, 1,226,000 inmates of institutions, 1,986,000 persons not working or seeking work for other reasons, and 1,789,000 persons whose employment status during the census week could not be determined. It is believed that the majority of the group whose status could not be determined were not in the labor force. Tabulations of the final data will provide information on the basis of which the employment status of most of the persons in this group can be established with substantial accuracy.

LABOR IN THE BITUMINOUS-COAL INDUSTRY, 1938-39

MECHANIZATION of bituminous-coal mines continues to increase, according to returns published by the Bituminous Coal Division of the United States Department of the Interior.¹ Preliminary figures show that employment declined 1 percent in 1939 as compared with the preceding year, although output rose 12.8 percent in the same period. Production, the average number of men employed, average number of

¹ U. S. Department of the Interior. Bituminous Coal Division. Bituminous Coal Tables, 1938-39. Washington, October 1940.

days the mines operated, output of workers, and related factors for the industry, in 1929, 1937, 1938, and 1939, are shown in the following table.

Labor and Production Statistics of the Bituminous-Coal Industry, 1929, 1937, 1938 and 1939

Item	1929	1937	1938	1939 (preliminary)
Production.....net tons..	534,988,593	445,531,449	348,544,764	393,065,000
Total number of active mines—over 1,000 tons.....	6,057	6,548	5,777	(1)
Average number of men employed.....	502,993	491,864	441,333	437,000
Average number of days mines operated.....	219	193	162	(1)
Nominal length of established full-time week.....hours..	48.5	35.1	35.1	(1)
Output per man per day.....net tons..	4.85	4.69	4.89	(1)
Output per man per year.....do.....	1,064	906	790	(1)
Underground output cut by machine.....percent..	78.4	(1)	87.5	(1)
Underground output mechanically loaded.....do.....	7.4	20.2	26.7	(1)
Quantity mined by stripping.....net tons..	20,268,099	31,750,853	30,406,855	(1)
Quantity cleaned by wet or pneumatic process.....do.....	32,271,950	(1)	57,998,341	(1)

¹ Data not available.

The method used by the Bituminous Coal Division in calculating employment gives an accurate measure of the working force, i. e., the average number of men on the rolls on days of mine operation. It does not furnish any information on working time lost through intermittent operations. A special problem in recording employment has arisen in recent years as a result of introducing "share-the-work" agreements, by which employees of a mine are divided into two groups working alternate days. Inquiries as to such agreements in one State—Illinois—disclosed that the employment figures would have been increased by about 8 percent if they had been based on the number of men on the pay rolls rather than the average number of men working. Therefore, the "number of men employed," as given in this report, is somewhat less than the total of all men on the rolls of bituminous-coal mines in States that followed the practice of spreading employment by means of share-the-work programs.

Comparing conditions in 1937 and 1938, the number of active mines declined from 6,548 to 5,777 and the average number of days of mine operation dropped from 193 to 162. Output per man per day rose from 4.69 to 4.89 tons. Certain increases in mechanization also occurred. For example, the output mechanically loaded increased from 20.2 percent of the underground product in 1937 to 26.7 percent in 1938. Data available early in 1940, the report here reviewed states, indicate continuation of the sharp advance in mechanical loading in 1939. Sales of mechanical-loading equipment for use in the mines (in terms of total capacity) increased 21.4 percent in 1939 over 1938. Of the 85,092,836 tons of bituminous coal mechanically loaded in 1938, 23,363,426 tons were mined in Illinois, 20,530,906 tons in West Virginia, and 12,090,021 tons in Pennsylvania. These three

States accounted for nearly two-thirds of the total product mechanically loaded during the year.

Advance statistics show that there was an increase of approximately 20 percent in the bituminous-coal tonnage mined by stripping in 1939 as compared with 1938. Strip-mine production declined from 31,750,853 tons in 1937 to 30,406,855 in 1938, but the smaller volume represented 8.7 percent of the total output in 1938 as compared with 7.1 percent of the total a year earlier.

Basing the conclusion on installations of new coal-cleaning plants in 1939, the report states that there was a substantial gain in mechanically cleaned coal in 1939 over the tonnage cleaned by mechanical methods in 1938.

The Bituminous Coal Division estimates that as of 1938 the capacity of the active mines with the then existing labor force would have been 663,000,000 tons per year of 308 days; and per year of 261 days (5-day week basis) 562,000,000 tons. Thus, on the latter basis, capacity was about 62 percent greater than actual production.



THE SUGAR INDUSTRY IN PUERTO RICO

SUGAR production is the principal industry in Puerto Rico and the one industry, in fact, on which the economic life of the Island depends. A report ¹ by the Department of Agriculture and Commerce of Puerto Rico gives an account of the place which sugar production occupies in the economy of the island and something of the social and working conditions of those engaged in its production. It is said that two-thirds of the food eaten, of the clothing worn, and of the island's homes—the greater share of everything Puerto Rico uses and possesses—has been obtained from sugar and the other businesses that owe their existence so largely to that crop.

In recent years, the reliance on sugar has increased in spite of the vigorous and never-ending search for other crops and industries to add to the income of the island. The increasing dependence on sugar is the result, not of expansion of the sugar industry (since it has actually declined as a result of crop restrictions) but of a still greater decline of other crops and industries—coffee, tobacco, fruits, and needlework—that has increased the relative importance of sugar although at the same time the cash value of sugar has been declining.

Puerto Rico is one of the most densely populated areas in the world. There are practically no raw materials which can be used in manufacturing, with the exception of a few agricultural products, and the expense of transportation and handling make it unlikely that bulky

¹ Puerto Rico. Department of Agriculture and Commerce. *What Sugar Means to Puerto Rico*. San Juan, 1940.

raw materials will ever be imported in large quantities. Hence, the country is forced to depend principally upon agriculture for its existence, and sugarcane is the crop best suited for the land in most cases. Further development in the island's industries, therefore, depends mainly on more intensive use of agricultural lands and additional processing of local agricultural products, and to a less extent upon industries in which a large amount of labor is required on a small bulk of goods.

As a result of technical improvements and the use of scientific methods, the output of sugar increased from 81,526 short tons in 1900 to 1,113,697 tons in 1934. The inauguration of the sugar-control program in 1934, however, stopped the increase, and production from 1935 to 1939 was substantially lower than in 1934. The acreage devoted to sugarcane was greatly increased after Puerto Rico was brought within the United States tariff structure in 1901, being more than three times as much in 1918 as in 1901, while the output had increased more than eight times. Since that year, however, increases in production have been due principally to technical improvements in factory and field and improvements in varieties of sugarcane.

Employment and Pay Rolls

The number of persons employed in growing sugarcane or in sugar mills in 1935, when production was reduced 350,000 tons, was 110,880, and about 3,000 persons were employed by the sugar mills in transportation, altogether comprising 22 percent of the number of gainfully employed on the Island. However, more than 50 percent of all the gainfully occupied workers in the island depend, either directly or indirectly, on the sugar industry.

During the last 8 years the pay rolls in the sugar industry have averaged approximately 45 percent of the total wages paid in the island. About 88 percent of the wages paid in the industry went to workers in the fields and factories, and the remainder was paid to clerical and supervisory workers and for legal services and administrative salaries. As a result of restrictions under the sugar quota system there was a decrease of \$6,000,000 in pay rolls from 1933-34 to 1934-35, when sugar production fell to 780,741 short tons—a reduction of 332,956 tons.

About 30 percent of the total income of the island is received by the sugar industry which pays, in most years, approximately 40 percent of the entire revenue of the insular and municipal governments; and an additional 15 to 25 percent of the revenues collected by these agencies is paid by employees directly or indirectly dependent on the sugar industry. The direct taxes paid by the industry amount to between \$6 and \$7 per ton of sugar in most years, producing an

amount more than sufficient to cover the total government expenditures for health and sanitation, education, agriculture, commerce, and labor.

The sugar industry pays the highest agricultural wages in the Island. A survey of 71 sugarcane plantations, covering 14,246 laborers, made in 1939 by the Puerto Rican Department of Labor, showed an average wage of 15.6 cents per hour. There was an increase of nearly 35 percent in wage rates on sugarcane farms between 1933 and 1937, and a further increase of 10 percent in 1938. These increases occurred in spite of the drastic reduction in sugar production in the 4 years 1935-38, and the fact that sugar prices in the first half of 1938 approximated those prevailing prior to Federal control. In 1939 the wage rates were approximately 50 percent higher than in 1933.

The industry has followed a share-the-work policy and the number of workers was not reduced along with production, although there was a reduction of the number of days worked per employee. As a result, weekly or annual earnings of individual workers have not increased in proportion to the increase in wage rates.

Rent-free houses are furnished to a large proportion of the sugarcane laborers and, in many cases, light, water, and land for the growing of vegetables are also provided. Thirty producers growing about half of the sugarcane of the island provide approximately 12,000 houses for their workers, and it is reported that the various companies provide about 15,000 acres of land for the growing of vegetables.

Working Conditions

There are various laws regulating working conditions in Puerto Rico. Employers have been required, since 1908, to pay their workmen in full in cash, no deductions for accounts due being permitted. The workmen therefore cannot be kept in debt for food and supplies furnished at high prices, as is sometimes the case for agricultural and certain other classes of labor in the States.

An 8-hour day is fixed by law for the employees, including agricultural workers, longer hours being permitted only in emergencies and upon authorization by the Governor and the Commissioner of Labor. If such overtime is allowed, the workers receive double pay for all time over 8 hours. These hours are in contrast with hours of agricultural labor in the States, which are approximately 12 hours, and even higher in various localities.

Other labor laws include a law of 1921 prohibiting child labor, and one providing for workmen's compensation which covers agricultural labor as well as workers in mills and on the railroads. Insurance against industrial accidents is compulsory for all employers of four or more workers and provides for medical services, compensation for

temporary or permanent disability, and care of dependents in case of death. The workmen's compensation tax is based on pay rolls and further increases the labor costs of producing sugar.

Wages paid on sugar farms are, in many cases, several times as high as those paid for similar work on other farms, largely as a result of the strong labor organization—the Free Federation of the Workingmen of Puerto Rico, an affiliate of the A. F. of L.—which bargains annually with the employers as to wage rates, and also because the industry yields a sufficient return to permit higher payments to labor. The island is the only domestic sugar-producing area, and, so far as is known, the only sugar-producing area in the world where wages are fixed each year by collective bargaining.

Women are not employed in the sugar industry. A study made by the Insular Department of Labor in 1939 showed that of 26,705 employees of sugar plantations and mills, all except 20 were males.

General Agricultural Conditions

The yield of sugarcane per acre in Puerto Rico exceeds that of any other important area in the Western Hemisphere and has an advantage over other crops of the Island, such as coffee and tobacco, which have lower relative yields than other areas producing these crops. The returns from an acre of sugarcane will buy the production of from 4 to 12 acres of other crops produced on the island; and, in terms of six important mainland food crops bought by the Island, the wages paid for 1 acre of sugarcane would have bought about $3\frac{1}{2}$ acres of such produce.

Much of the farm land of the Island is not suited to the growing of crops, part of it being semiarid and requiring irrigation to make it productive. Sugarcane is the only crop which pays enough to meet the expense of irrigation and without it large areas, instead of furnishing employment and income for the population, would still be used for pasture.

Although the main crop is sugarcane, the area devoted to food crops is more than $4\frac{1}{2}$ times as great per capita as in other tropical areas under the American flag. While average yields for these crops are lower than those in other areas, a substantially greater volume of food products in relation to population is produced in Puerto Rico.

The Island has suffered by far the greatest reduction of any area, under both the Jones-Costigan Act and the Sugar Act of 1937. Under the latter act Puerto Rico was permitted to supply only nine-tenths as large a proportion of the continental consumption as was proposed in 1933. Part of this reduction was due to insistence on increased quotas for foreign countries.

Improvement in the sugar situation would mean increased sales for agricultural and other products of continental United States, as more than 90 cents of every dollar received from sugar sold in the domestic market is spent in the States.

The Government of Puerto Rico, the Federal Government, and other agencies have been conducting research projects on a broad scale to find other crops which might supplement the reduced income from sugar and provide some cash income or other means of subsistence for the thousands of small farmers whose present income is inadequate even under tropical standards of living. To date, those experiments collectively hold no promise of relieving the acute economic situation to any substantial degree.

Thus, Puerto Rico for many years to come must continue to be dependent primarily on sugar to support its dense and fast-growing population. With unrestricted sugar production, at reasonable market prices for sugar, Puerto Rico could expand its sugar production enough to provide income for a goodly number of its unemployed. Under a quota system, the Island's share of the total quota must be sufficient to furnish employment for more workers than were provided for under the Sugar Act of 1937 or Puerto Rico will experience a gradual but sure decline in its already low living standards.



WAGE DECREASE AS PUNISHMENT FOR INEFFICIENCY IN THE SOVIET UNION

AN ORDER issued by the Commissar of the Food Industry of the Soviet Union on October 25, 1940, provided that certain sugar refineries were to be punished for their failure to fulfill the production quotas prescribed by the Government during the current season. The punishment was in the form of a reduction in wages of all administrative and technical workers, effective November 1940. The refineries were to be transferred in classification to a lower-wage category, thus decreasing the wages of all workers at the refineries in question. Wages were to be restored to their former level as soon as plant production should be up to planned requirements.

This order was published in "Food Industry," the organ of the Food Commissariat, Moscow, October 26, 1940.

The general punishment of all workers in these establishments appears to be an additional punishment for inefficiency. The Soviet wage policy, which requires a minimum output from each worker, already provides that if his output is lower than that prescribed, he not only gets lower wages but he may also be punished, for repeated failure, by transfer to a lower-paid job.

Social Security

PLACEMENT WORK OF PUBLIC EMPLOYMENT SERVICES, OCTOBER 1940¹

MORE private jobs were filled by public employment offices in October than in any other month in the history of the United States Employment Service. Public employment offices made 339,000 placements in private employment during the month, an increase of 10 percent over October 1939, when the previous all-time high for placements was established. Similarly, a new high of 366,000 supplementary placements was made during the month, as the demand for agricultural labor in connection with harvesting operations reached its peak. In addition, the employment offices also completed 68,000 public placements, most of them on construction projects, at cantonments, airports, and other military areas. By the end of October, employment offices had 4,600,000 job seekers registered as actively seeking work, the lowest level since November 1937.

Public employment offices completed more than 407,000 placements, including those in both public and private employment, a gain of 16 percent over September. In addition to increasing industrial activity, some of the expansion was attributable to the greater number of working days in October. Total placements were 11 percent higher than in October 1939 and 40 percent higher than in October 1938.

Placements with private employers showed a gain of 11 percent over September 1940, as public employment offices in 43 States reported increases. All-time highs for private placements were recorded in 15 States, the majority of which were industrial. Half the placements in private employment were expected to last a month or longer, in contrast to the preceding month when 53 percent of the placements were in jobs of similar duration. Practically all important industrial States reported increased placements and, in the majority of these, the gains over September volumes exceeded 10 percent. The sharpest gain in private placements—more than double those in September—occurred in Louisiana, partly reflecting increased employment in the sugar-processing and water-transportation industries. Increases ranging from 70 to 85 percent, reported by Arkansas, Idaho, and New Mexico, were largely attributable to sharp rises in agricultural place-

¹ Prepared by Research and Statistics Division, Bureau of Employment Security, Social Security Board.

ments in each of these States. In addition, placements increased at least 50 percent in Delaware, Mississippi, Nebraska, Utah, and Wyoming. Only 2 of the 8 States reporting decreases showed substantial declines from September. The sharp decrease in North Dakota primarily reflects the reduction in agricultural placements from September, while the decline in North Carolina is largely attributable to a slackening of private placements as the need for workers on public construction projects at Army camps was being met.

Contrary to the usual seasonal trend, public placements in October registered one of the sharpest monthly gains on record as a result of large-scale placements in defense construction projects. More than 68,000 public placements were reported—44 percent above the September volume. The most pronounced gains were reported by Arkansas—where October placements represented more than a twelvefold increase over September—and also by Florida, Mississippi, North Carolina, and Texas.

Supplementary placements increased 32 percent in October to 366,000, a new record for this type of placement and 78 percent higher than the 1939 peak reached in September of last year. The exceptionally high volume shown for Tennessee largely represents placements for the entire Delta area, with the Memphis office acting as order-holding office for the adjoining States. Supplementary placements represent instances in which the employment offices are of material assistance in bringing workers and jobs together, but in which not all the steps of the placement process are handled through the public employment offices.

Reflecting both general economic improvement and more intensive efforts by the public employment offices, more than 2,600,000 jobs in private employment were filled in the first 10 months of 1940, a gain of 20 percent over the corresponding period of 1939. Higher volumes of placements were made in all but 10 States and only 2 of these—Louisiana and New Mexico—showed substantial declines.

Applications for work increased 15 percent, to approximately 1,400,000, during October. The rise in applications was offset, however, by increases in placements and removal from the active files of names of persons who failed to indicate that they were actively seeking work, so that the number of job seekers registered for work at the end of October declined 6 percent from the September 30 volume. Comparison with the number of job seekers registered at the end of June reveals declines in 45 States. Reductions since June, ranging from 30 to 45 percent, occurred in Maine, Massachusetts, Montana, Oklahoma, New Hampshire, Vermont, West Virginia, and Wyoming, and with the exception of Ohio, sizable declines were also noted in all important industrial States. Louisiana and Mississippi were the only States reporting substantial increases since June.

TABLE 1.—Summary of Placement Activities of Public Employment Services, October 1940

Activity	Number	Percent of change from—		
		September 1940	October 1939	October 1938
Total complete placements.....	407,484	+15.6	+11.3	+39.7
Private.....	339,343	+11.2	+10.0	+63.3
Regular.....	171,702	+5.7	+12.9	+79.5
Temporary.....	167,641	+17.4	+7.2	+49.5
Public.....	68,141	+44.0	+17.9	-18.6
Supplemental placements.....	365,679	+31.9	+222.5	+137.6
Total applications.....	1,391,243	+15.3	+4.6	+17.6
Active file.....	4,620,862	-6.0	-15.4	-40.3

Veteran placements during October numbered 14,700, an increase of 31 percent over the previous month, and the greatest number of placements this year. Approximately 11,000 of these were in private employment, an increase of 25 percent over September and 6 percent over October 1939. The number of private placements of veterans in October was the highest since the record volume established in April 1937 when the employment of veterans was singled out for special emphasis. Placements of veterans in public jobs increased 51 percent from September to 3,700. Applications for work received during the month increased 16 percent to 54,200. The number of veterans actively seeking work through public employment offices at the end of October totaled 202,700, or about 8,800 fewer than on September 30, 1940.

TABLE 2.—Summary of Placement Activities for Veterans, October 1940

Activity	Number	Percent of change from—		
		September 1940	October 1939	October 1938
Total complete placements.....	14,682	+30.6	+7.6	+4.2
Private.....	10,982	+24.8	+6.2	+35.6
Regular.....	4,276	+26.5	+14.5	+51.7
Temporary.....	6,706	+23.7	+1.5	+27.0
Public.....	3,700	+51.4	+12.2	-38.2
Total applications.....	54,186	+15.8	+14.7	+13.6
Active file.....	202,729	-4.1	-9.6	-49.5

TABLE 3.—Activities of Public Employment Services, All Registrants, by States, October 1940

[Data reported by State agencies, corrected to Nov. 23, 1940]

Social Security Board region and State	Complete placements						Applications received				Active file as of Oct. 31, 1940
	Total	Private				Sup- plemen- tal place- ments	Number	Percent of change from—			
		Num- ber	Percent of change from—		Reg- ular (over 1 month)			Pub- lic	Sep- tem- ber 1940	Octo- ber 1939	
			Sep- tem- ber 1940	Octo- ber 1939							
Total.....	407,484	339,343	+11.2	+10.0	171,702	68,141	365,679	1,391,243	+15.3	+4.6	4,620,862
Region I:											
Connecticut.....	8,154	7,018	+17.0	+29.4	4,311	1,136	99	19,036	+4.5	+14.2	60,503
Maine.....	2,004	1,621	-4.8	+19.8	1,172	383	35	10,782	+16.4	+15.1	26,398
Massachusetts.....	5,869	5,235	+21.5	+56.0	3,807	634	25	37,819	+18.5	+13.0	133,610
New Hampshire.....	2,113	1,690	+2.5	-25.4	1,043	423	132	7,560	+10.4	+10.1	16,647
Rhode Island.....	1,345	1,278	+29.2	+24.6	965	67	40	9,709	+4.8	+81.4	32,401
Vermont.....	1,409	1,035	+5.0	+34.8	363	374	12	3,410	+52.2	+24.5	12,209
Region II:											
New York.....	38,057	36,294	+6.3	+66.0	17,849	1,763	490	165,950	+8.4	+4.0	477,435
Region III:											
Delaware.....	1,908	1,778	+51.7	-19.4	1,048	130	92	3,878	+16.2	-2.6	9,471
New Jersey.....	12,473	11,938	+6.6	+1.8	6,854	535	102	45,242	+13.0	-7.6	195,245
Pennsylvania.....	16,821	14,913	+27.3	+23.7	10,169	1,908	1,499	113,123	+8.7	+18.7	310,041
Region IV:											
District of Colum- bia.....	5,177	4,581	+14.5	+33.8	1,955	596	0	13,437	+13.7	+28.8	27,209
Maryland.....	5,280	4,543	+23.4	+34.8	2,474	737	7	17,818	-4.1	-26.4	53,320
North Carolina.....	12,794	6,364	-27.1	-20.1	3,338	6,430	5,629	31,652	+12.2	+8.4	77,974
Virginia.....	8,479	7,059	-7.8	+45.2	4,435	1,420	118	16,822	-3.0	-20.6	44,287
West Virginia.....	3,838	3,113	+30.4	-5.6	1,747	725	462	17,414	+11.0	-19.0	60,594
Region V:											
Kentucky.....	3,388	2,865	+29.9	+14.4	1,947	523	248	17,289	+12.7	-4.2	90,191
Michigan.....	14,494	13,018	+16.3	+11.9	7,762	1,476	90	51,122	-9	-23.4	206,583
Ohio.....	18,687	17,203	(1)	+16.9	9,239	1,484	1,061	65,186	-3.2	(2)	337,480
Region VI:											
Illinois.....	16,367	15,814	+11.8	+17.9	8,650	553	763	64,128	+18.1	+21.9	173,366
Indiana.....	11,064	10,702	+21.7	+20.1	6,895	362	1,367	38,795	+3.7	-6.2	137,084
Wisconsin.....	8,165	7,568	+5.5	+8.6	4,101	597	416	37,023	+27.2	+28.3	97,144
Region VII:											
Alabama.....	4,113	3,490	-4.4	-12.5	2,609	623	381	25,950	+22.5	-10.4	94,154
Florida.....	7,982	3,250	+20.6	-43.9	2,203	4,732	358	24,859	+36.5	+68.4	74,311
Georgia.....	9,109	7,142	+8.4	+11.1	2,974	1,967	291	23,961	+16.9	+2.8	146,718
Mississippi.....	8,705	4,074	+58.2	+2.4	2,379	4,631	826	22,146	+9	-25.7	68,548
South Carolina.....	4,009	2,939	-3	+28.6	1,416	1,070	168	10,903	+23.6	-33.8	39,899
Tennessee.....	6,779	5,612	+15.7	-33.8	3,632	1,167	122,228	18,805	+65.6	+23.0	105,182
Region VIII:											
Iowa.....	8,046	5,904	+1.6	-5.4	2,142	2,142	713	21,246	+46.8	+26.9	65,476
Minnesota.....	7,743	6,782	+5.0	+6.9	3,295	961	660	25,713	+52.2	+46.0	102,923
Nebraska.....	4,535	3,233	+57.8	+42.5	964	1,302	74	9,386	+6.2	+14.7	37,913
North Dakota.....	4,456	4,048	-37.6	+40.4	986	408	198	5,971	-27.9	-24.8	22,452
South Dakota.....	2,002	1,371	+9.9	+64.0	502	631	43	4,033	+23.4	-7.8	20,613
Region IX:											
Arkansas.....	12,338	6,355	+84.3	+91.2	1,521	5,983	63,133	16,754	+55.0	+109.8	38,158
Kansas.....	5,329	4,466	+6.6	+56.8	1,456	863	323	16,027	+11.5	+20.0	52,368
Missouri.....	10,288	8,872	+14.7	-30.3	5,008	1,416	16,976	44,918	+33.1	+2.7	141,418
Oklahoma.....	3,918	3,273	+26.5	-30.5	1,369	645	13,057	17,081	+11.3	-36.3	52,348
Region X:											
Louisiana.....	8,572	7,701	+141.8	+28.6	6,347	871	840	27,078	+17.0	+26.0	107,062
New Mexico.....	4,159	3,673	+70.8	-27.9	876	486	4,521	5,004	+50.4	-43.7	28,212
Texas.....	34,527	26,442	+13.5	+4.5	8,960	8,085	80,690	67,519	+46.4	+10.2	201,577
Region XI:											
Arizona.....	2,590	2,189	-5.4	-43.2	1,339	401	6,455	6,911	+10.7	-7.0	18,994
Colorado.....	7,772	7,277	-1.4	+28.8	1,711	495	859	14,073	-3.8	-11.6	50,114
Idaho.....	3,961	3,604	+73.4	-27.4	864	357	3,942	7,772	+34.2	+14.8	13,278
Montana.....	2,281	1,932	+17.2	+60.9	980	349	774	4,174	-6	-2.8	16,750
Utah.....	1,988	1,557	+55.4	-29.4	670	431	90	6,691	+6	-20.6	23,297
Wyoming.....	1,375	1,019	+61.0	-5.9	258	356	28	3,095	+15.0	-2.2	5,050
Region XII:											
California.....	27,817	25,486	+4.4	+9.7	11,910	2,331	12,694	114,394	+25.8	+3.8	376,509
Nevada.....	1,005	878	+7.3	-11.2	484	127	178	2,531	-4.6	+2.5	5,673
Oregon.....	6,587	5,170	+13.8	-9.8	2,249	1,417	19,622	21,312	+26.9	+33.6	32,277
Washington.....	6,150	5,151	+8.0	-17.9	2,198	999	2,822	32,589	+18.5	+39.1	90,323
Territories:											
Alaska.....	528	312	+4.7	+58.4	87	216	26	1,002	-1.4	+7.2	1,277
Hawaii.....	934	511	+8	+41.9	189	423	22	2,150	+6	+12.0	8,793

¹ Increase of less than a tenth of 1 percent.

² Decrease of less than a tenth of 1 percent.

TABLE 4.—Activities of Public Employment Services, Veterans, by States, October 1940
[Data reported by State agencies, corrected to Nov. 23, 1940]

Social Security Board region and State	Complete placements						Applications received			Active file as of Oct. 31, 1940
	Total	Private				Public	Number	Percent of change from—		
		Number	Percent of change from—		Regular (over 1 month)					
			September 1940 ¹	October 1939 ¹						
Total.....	14,682	10,982	+24.8	+6.2	4,276	3,700	54,186	+15.8	+14.7	202,729
Region I:										
Connecticut.....	328	260	+16.6	+50.3	136	68	805	+16.7	+26.2	2,770
Maine.....	92	67	.....	.....	46	25	439	+8.9	+10.3	1,395
Massachusetts.....	118	88	-4.3	-11.1	62	30	1,256	+33.2	+19.7	4,545
New Hampshire.....	98	80	+15.9	-16.7	64	18	317	+17.0	+12.0	616
Rhode Island.....	48	41	.....	.....	31	7	299	+10.7	+202.0	747
Vermont.....	72	27	.....	.....	8	45	133	+30.4	+9.9	628
Region II:										
New York.....	802	737	+43.1	+55.8	257	65	3,095	+18.5	+25.6	13,486
Region III:										
Delaware.....	39	33	.....	.....	11	5	162	+90.6	+20.9	324
New Jersey.....	239	204	+21.4	-6.0	138	35	1,013	-8.1	-20.5	6,482
Pennsylvania.....	438	362	+48.8	+19.8	258	75	4,448	+2.9	+29.9	12,977
Region IV:										
District of Columbia.....	202	137	+25.0	+45.6	58	52	713	+13.0	+39.2	1,579
Maryland.....	191	153	+2.0	+4.8	86	38	626	-19.5	-50.3	2,120
North Carolina.....	292	128	-5.2	-16.9	36	164	896	+14.7	+22.9	2,216
Virginia.....	247	172	+17.8	+30.3	97	75	465	+5.0	-14.7	1,143
West Virginia.....	74	45	.....	.....	26	29	736	+15.4	-35.3	3,416
Region V:										
Kentucky.....	119	94	+64.9	+2.2	65	25	732	+21.8	+22.0	3,960
Michigan.....	569	463	+18.7	-1.7	233	106	2,418	-1	-31.0	8,245
Ohio.....	648	583	+19.0	+2.8	261	65	2,522	-17.1	+3.0	18,434
Region VI:										
Illinois.....	418	381	+6.4	+11.7	129	37	2,393	+6.9	+57.2	7,786
Indiana.....	419	399	+59.6	+111.1	241	20	1,512	-2.4	+26.4	6,225
Wisconsin.....	310	263	+49.4	+42.9	129	47	2,366	+34.7	+74.1	6,598
Region VII:										
Alabama.....	113	101	+20.2	-6.5	58	12	967	+25.4	+18.1	4,015
Florida.....	206	114	+42.5	-5.0	68	92	791	+18.2	+34.1	2,997
Georgia.....	262	193	+52.0	-10.2	34	69	579	+21.9	+2.5	3,748
Mississippi.....	254	43	.....	.....	21	211	677	-5.2	-1.4	2,055
South Carolina.....	141	100	+63.9	+63.9	18	41	289	+10.3	+46.0	1,287
Tennessee.....	215	173	+31.1	-67.3	87	42	658	+58.6	+17.7	4,005
Region VIII:										
Iowa.....	565	369	+24.2	-20.6	78	196	1,137	+72.8	+43.6	4,246
Minnesota.....	300	243	+17.4	0	81	57	1,226	+62.4	+102.6	6,176
Nebraska.....	188	123	+51.8	+51.8	22	65	399	+3.4	+13.4	2,299
North Dakota.....	120	108	-34.1	+63.6	20	12	146	-34.5	-46.5	985
South Dakota.....	79	49	.....	.....	13	30	169	+7.6	+7.6	1,101
Region IX:										
Arkansas.....	592	223	+145.0	+81.3	30	369	883	+54.6	+229.5	1,870
Kansas.....	223	176	+21.4	+74.2	29	47	772	+24.1	+8.3	3,241
Missouri.....	460	389	+9.9	+20.8	136	71	2,247	+55.8	+25.5	6,760
Oklahoma.....	198	142	-22.4	-27.6	35	56	877	+11.3	-40.9	3,324
Region X:										
Louisiana.....	250	182	.....	+46.8	155	68	782	+12.8	+10.8	3,326
New Mexico.....	104	93	.....	+14.8	15	11	217	+79.3	-15.6	1,551
Texas.....	1,317	801	+20.8	+2.4	159	516	2,407	+65.4	+44.0	6,366
Region XI:										
Arizona.....	128	90	+9.8	-30.8	41	38	423	+30.2	+10.7	1,219
Colorado.....	273	253	+24.6	+12.4	30	20	530	+13.8	-40.4	2,159
Idaho.....	313	246	+95.2	-29.1	58	67	575	+74.8	+45.2	756
Montana.....	183	144	+51.6	+176.9	78	39	285	-7.5	+17.3	1,073
Utah.....	60	28	.....	.....	7	32	250	-8	-48.2	1,139
Wyoming.....	50	28	.....	.....	9	28	175	+21.5	-4.9	315
Region XII:										
California.....	1,492	1,280	+17.1	+10.2	437	212	5,994	+13.0	+15.7	22,627
Nevada.....	107	90	+12.5	-1.1	34	17	151	+2.0	+14.4	302
Oregon.....	266	256	+8	-18.7	93	110	1,225	+29.6	+61.2	2,417
Washington.....	297	197	-7.9	+10.7	54	100	1,887	+27.5	+96.6	5,251
Territories:										
Alaska.....	36	15	.....	.....	9	21	59	-15.7	-11.9	74
Hawaii.....	22	2	.....	.....	0	20	63	.....	.....	373

¹ Where less than 50 veteran placements or applications were involved in either period the percentage change was not computed.

UNEMPLOYMENT-COMPENSATION OPERATIONS, OCTOBER 1940¹

FURTHER seasonal improvement and the continuing impetus provided by the national defense program were reflected in unemployment-insurance claim receipts and payments which declined in October to the lowest levels of the year. Claimants certified for benefit decreased 6 percent to 4 million, and benefit payments declined 12 percent from September to \$32,200,000—\$23,500,000 less than the record disbursement of July 1940. Decreases in claim receipts and payments were reported by practically all important industrial States. On the other hand, some increases were reported, particularly by the States in the Pacific Coast area. A minimum of 757,000 unemployed workers received at least one benefit payment in October, and the weekly average of benefit recipients totaled approximately 700,000. This marks the fourth successive monthly decline in the number of beneficiaries.

Claims Received

Employment fluctuations in a number of industries contributed to variations in claim receipts, according to special reports from State agencies. Maine reported slackening employment in the shoe and canning industries, somewhat offset by improvement in the textile industry, largely because of defense orders. In New Hampshire, employment in the manufacture of men's shoes increased because of national defense orders, but there was a corresponding decline in women's shoe manufacturing; the agency also reported seasonal curtailment in logging operations and increased employment in textiles and construction where orders were received in connection with the defense program. New York reported employment gains in defense industries, particularly in the airplane, electrical products, nonferrous metals, sheet metal and hardware, shipbuilding, and instruments and appliances industries, as well as in textiles; the usual seasonal declines, however, were reported in the fur, clothing, millinery, and canning industries, and in the summer-resort areas, and the paper and pulp industry showed a sharp decline attributable to water shortages in certain areas.

In New Jersey, lay-offs occurred in the textile, clothing, cigar-making, and canning industries. Illinois reported reduced employment in clothing, radios, and railroad equipment, although employment was expanding in the rubber-goods industry. In Minnesota, increased claim receipts reflected seasonal declines in iron-ore mining, contract construction, and service industries. Maryland reported some unemployment in steel manufacture, and seasonal curtailment in the

¹ Prepared by Research and Statistics Division, Bureau of Employment Security, Social Security Board.

manufacture of hats and clothing. Alabama reported employment gains in the textile and lumber industries, although cottonseed- and peanut-oil production experienced a contraseasonal decline. In Louisiana the decrease in claim receipts was partly attributable to increased employment arising from defense activities. Wyoming reported seasonal lay-offs in the tourist, lumber, construction, and coal-mining industries.

Although total claim receipts declined, waiting-period claims increased for the first time in 3 months. Decreases in number of claims certified for benefit ² in local offices were reported in 31 States, with the sharpest declines of 57 and 40 percent in Alaska and Michigan, respectively, and decreases ranging from 20 to 35 percent in Arkansas, Georgia, Louisiana, and Mississippi. Of the 20 States reporting increases in certified claims, 9 showed rises of less than 10 percent. States with increased receipts of such claims were concentrated in the Great Plains, Rocky Mountain, and Pacific Coast areas; only 4 States east of the Mississippi reported increases over September.

The weekly average number of certified claims received in October declined 14 percent from September to 876,000, the first time this year that the weekly average has dropped below 1 million. Practically every leading industrial State showed a decline in excess of 10 percent. The decline during the current month represents the fifth successive decrease from the high level of average weekly claim receipts in May, reflecting mainly the steady improvement in employment conditions throughout the country over that period. To some extent, however, the decline also reflects exhaustion of benefit rights by many claimants. Weekly certified claim receipts declined successively from 979,000 and 930,000 in the last 2 weeks of September to a low of 864,000 in the week ending October 12, when many State offices were closed for Columbus Day. Receipts in the last 2 weeks of the month were slightly higher than for the week ended October 12. Substantial declines in the weekly trend of receipts during the month were noted in many jurisdictions, particularly in the leading industrial States. The major reductions occurred in Michigan and Mississippi and sizable declines were also shown in Delaware, Florida, Georgia, North Carolina, and Virginia. In 15 States, however, particularly those in the Rocky Mountain and Pacific areas, receipts tended to increase as seasonal factors resulted in lay-offs.

Since the greater number of all claims filed represent total unemployment, there was little variation noted in the trend of continued claims for total unemployment as compared with claims for all unemployment. The weekly average of receipts in October totaled 770,000,

² The Bureau of Employment Security terms these "continued claims," using this expression to indicate certification that the claimant has completed a waiting-period week or a compensable period (usually a calendar week or 7-day period).

almost 15 percent less than in September. From the week ending September 21, when 863,000 workers filed claims for total unemployment, there was an almost continuous decline to the last week of October when only 758,000 claims for total unemployment were received. Claim receipts for partial and part-total unemployment, however, remained at practically the same level throughout the period.

Disbursements

Although disbursements declined to \$32,200,000 in October, the lowest level this year, they were \$5,500,000 higher than in the corresponding month of 1939. The increase is attributable in part to the liberalization of benefit payments in several States and also to the higher base-period earnings of many claimants, which results in larger duration for receipt of benefits. Of the 39 States reporting smaller disbursements than in September, declines in excess of 50 percent were shown by Alaska and Michigan. In Alaska, the decrease was attributable to exhaustion of benefit rights and to termination of eligibility of unemployed seasonal workers with the close of the season in salmon canning and other industries. In Michigan, the decrease of 56 percent resulted chiefly from the continued rehiring in the automobile industry. Reductions, ranging from 20 to 35 percent, also occurred in Arkansas, Connecticut, Georgia, Massachusetts, and Wisconsin. The sharp increases in Hawaii and New Hampshire, on the other hand, were attributable respectively to curtailed activity in canning operations and to seasonal unemployment in shoe manufacturing, logging operations, and the summer-resort activities. October benefit disbursements in Michigan represented the lowest monthly amount since the initiation of benefit payments, and (exclusive of the first month of benefit operations) monthly disbursements were also the lowest on record in Arizona, Illinois, and Wyoming. In addition, 23 other States issued smaller volumes of benefit payments than in any other month of the current year.

Benefits paid to unemployed workers through the first 10 months of 1940 amounted to nearly \$460,000,000. Exclusive of Illinois and Montana, which began benefit payments in July 1939, this represented an increase of 17 percent over the amount disbursed in the corresponding period of 1939, despite the fact that benefits were paid to railroad workers up to July of that year.

For corresponding 10-month periods, increased disbursements were reported by 35 States. The sharpest expansion occurred in Florida where payments doubled those in 1939. Increases ranging between 55 and 76 percent were reported by Alaska, Arkansas, California, Massachusetts, Mississippi, New Hampshire, Vermont, and Washington, the majority of which enacted liberalizing amendments to

their State laws. Of the 14 States reporting decreases, the major reductions, ranging from 18 to 26 percent, occurred in Iowa, Michigan, and Pennsylvania. Increasing industrial activity in connection with the national-defense program has been an important factor in declines in the latter 2 States.

Disbursements to unemployed workers since benefits were first payable have totaled \$1,300,000,000. Of this amount, \$2,000,000 was paid prior to 1938 (Wisconsin only), \$396,000,000 in 1938, and \$430,000,000 in 1939.

Approximately 3,200,000 weeks of unemployment were compensated during the month, a decline of 12 percent from September. Changes in the number of weeks compensated closely paralleled changes in the amount of benefits paid. Weeks of total unemployment compensated aggregated 2,800,000 in October in contrast to 5,000,000 in July, the high for the year. Approximately 89 percent of all weeks of unemployment compensated were for total unemployment, a slightly lower proportion than in the preceding month. Weeks of partial and part-total unemployment compensated numbered 360,000, a decrease of 8 percent from September.

Provisions for the issuance of partial payments became effective this month in Massachusetts and Mississippi, although the latter State had been paying part-total benefits prior to October. The sharpest decline occurred in Michigan, but in Hawaii and West Virginia, on the other hand, weeks of partial and part-total unemployment expanded to more than 4 times and more than 5 times the September volumes, respectively. The expansion in Hawaii was attributable to curtailment of canning operations and in West Virginia to the computation of such benefits on a quarterly basis. More than two-fifths of all weeks of unemployment compensated in Delaware and more than one-third of such weeks in Illinois and New Hampshire were for partial and part-total unemployment. In Indiana, Kentucky, Maine, Missouri, and Ohio, at least one-fifth of all weeks of unemployment compensated were for partial and part-total unemployment.

Beneficiaries

The average number of claimants receiving benefits during October reached a new low for the year of less than 700,000, as recipients declined for the fourth successive month. The decline of 20 percent from September was almost as large as the previous month's decrease, the sharpest in 1940. Of the 48 States reporting fewer claimants than in September, Alaska and Michigan had declines of 61 and 58 percent, respectively, and Georgia, Massachusetts, and Wisconsin showed reductions of 31 percent. Every important industrial State reported decreases, practically all of them in excess of 15 percent. In 33 States,

moreover, the average number of benefit recipients was the lowest this year. Two States—Idaho and Wyoming—each reported about 80 percent fewer claimants in October than in their high months this year, and decreases of more than 70 percent from monthly highs were registered in Alaska, Michigan, Montana, North Dakota, Oregon, and Rhode Island. In 24 other States, the average number of benefit recipients in October was between 50 and 70 percent less than in the high month of the year. The only jurisdiction, reporting increases in the number of claimants receiving benefits in October were Hawaii, Nevada, and New Hampshire.

Statistics of Operation

Table 1 shows the certified claims, weeks of compensation, and benefits paid, by States, during the month of October 1940. Table 2 shows the weekly trend of claims certified for benefit, by weeks, from September 21 through the week beginning October 26.

TABLE 1.—Continued Unemployment-Compensation Claims¹ Received, Weeks Compensated, and Benefits Paid, by States, October 1940

[Data reported by State agencies, corrected to Nov. 20, 1940]

Social Security Board region and State	Claimants for benefits ¹			Weeks compensated			
	Number	Type		Number	Type of unemployment		
		Waiting period	Compensable		Total	Partial and part-total combined ²	Partial only ²
Total.....	4,005,716	805,535	3,200,181	3,175,103	2,815,311	359,792	-----
Region I:							
Connecticut.....	36,343	8,642	27,701	25,762	22,926	2,836	(³)
Maine.....	40,022	6,712	33,310	32,437	25,480	6,957	6,254
Massachusetts.....	247,238	39,723	207,515	199,818	183,224	16,594	1,317
New Hampshire.....	28,592	11,488	17,104	16,452	10,882	5,570	(³)
Rhode Island.....	44,726	9,449	35,277	35,277	28,311	6,966	(³)
Vermont.....	7,601	2,057	5,544	5,329	4,780	549	457
Region II:							
New York.....	663,890	131,029	532,861	538,958	538,958	(³)	(³)
Region III:							
Delaware.....	7,477	856	6,621	6,582	3,880	2,702	2,606
New Jersey.....	133,096	40,936	92,160	89,898	89,898	(³)	(³)
Pennsylvania.....	344,682	95,295	249,387	249,405	249,405	(³)	(³)
Region IV:							
District of Columbia.....	21,053	3,576	17,477	16,963	15,857	1,106	(³)
Maryland.....	53,147	5,800	47,347	44,700	37,137	7,563	7,277
North Carolina.....	83,104	14,679	68,425	71,271	66,367	4,904	4,249
Virginia.....	53,214	6,029	47,185	46,309	37,250	9,059	7,665
West Virginia.....	42,447	8,442	34,005	32,744	31,290	* 1,454	(³)
Region V:							
Kentucky.....	32,515	9,716	22,799	46,872	37,300	9,572	(³)
Michigan.....	133,196	20,803	112,393	116,285	105,644	10,641	(³)
Ohio.....	202,149	54,658	147,491	143,576	114,114	29,462	(³)
Region VI:							
Illinois.....	277,048	33,410	243,638	242,122	154,736	87,386	67,546
Indiana.....	67,525	15,299	52,226	52,141	40,744	11,397	(³)
Wisconsin.....	33,332	11,712	21,620	22,163	18,840	3,323	1,932
Region VII:							
Alabama.....	70,384	13,750	56,634	57,989	55,072	2,917	1,636
Florida.....	80,905	10,082	70,823	71,543	62,533	9,010	(³)
Georgia.....	57,858	11,539	46,319	47,116	43,651	3,465	2,377
Mississippi.....	28,102	4,162	23,940	25,939	24,473	1,466	25
South Carolina.....	35,735	5,726	30,009	31,885	27,160	4,725	2,050
Tennessee.....	83,741	11,728	72,013	62,015	55,450	6,565	2,506

See footnotes at end of table.

TABLE 1.—Continued Unemployment-Compensation Claims Received, Weeks Compensated, and Benefits Paid, by States, October 1940—Continued

Social Security Board region and State	Claimants for benefits ¹			Weeks compensated			
	Number	Type		Number	Type of unemployment		
		Waiting period	Compensable		Total	Partial and part-total combined ²	Partial only ³
Region VIII:							
Iowa.....	32,017	10,497	21,520	21,532	18,136	3,396	865
Minnesota.....	60,079	10,693	49,386	48,367	43,753	4,614	(⁵)
Nebraska.....	14,550	2,532	12,018	11,773	10,682	1,091	451
North Dakota.....	3,361	686	2,675	2,387	2,136	251	90
South Dakota.....	3,119	805	2,314	2,314	2,027	287	(⁵)
Region IX:							
Arkansas.....	34,641	6,795	27,846	27,846	25,320	2,526	219
Kansas.....	23,128	9,517	13,611	13,420	11,589	1,831	839
Missouri.....	105,607	42,901	62,706	57,740	43,483	14,257	10,063
Oklahoma.....	35,936	9,354	26,582	26,193	22,597	3,596	410
Region X:							
Louisiana.....	77,144	12,590	64,554	65,290	60,241	5,049	(⁵)
New Mexico.....	13,105	1,888	11,217	10,582	9,472	1,110	684
Texas.....	129,289	15,528	113,761	85,992	73,463	12,529	(⁵)
Region XI:							
Arizona.....	12,719	3,385	9,334	9,253	8,540	713	52
Colorado.....	26,949	4,086	22,863	22,309	19,117	3,192	2,190
Idaho.....	9,843	2,406	7,437	7,042	6,663	379	(⁵)
Montana.....	17,194	3,892	13,302	12,381	12,381	(²)	(²)
Utah.....	16,661	2,580	14,081	14,026	12,810	1,216	90
Wyoming.....	4,780	1,284	3,496	3,507	2,905	602	289
Region XII:							
California.....	391,776	58,073	333,703	338,750	291,414	47,336	30,224
Nevada.....	6,851	1,295	5,556	4,907	4,524	383	229
Oregon.....	23,494	5,530	17,964	16,999	13,833	3,166	2,370
Washington.....	47,142	9,591	37,551	36,873	31,281	5,592	(⁵)
Territories:							
Alaska.....	2,185	651	1,534	1,359	1,294	65	0
Hawaii.....	5,024	1,678	3,346	2,710	2,288	422	407

Social Security Board region and State	Benefits paid				Month and year benefits first payable	Amount of benefits since first payable ⁴
	Amount ³	Type of unemployment				
		Total	Partial and part-total combined ²	Partial only ¹		
Total.....	\$32,230,658	\$29,922,296	\$2,285,839			\$1,283,878,444
Region I:						
Connecticut.....	240,656	224,693	15,614	(⁵)	January 1938.....	22,105,222
Maine.....	213,647	175,840	37,807	\$33,791	do.....	10,544,063
Massachusetts.....	1,976,416	1,879,975	95,341	9,015	do.....	74,244,965
New Hampshire.....	120,377	92,315	28,062	(⁵)	do.....	6,269,340
Rhode Island.....	352,123	317,851	34,272	(⁵)	do.....	22,453,655
Vermont.....	43,147	40,350	2,757	2,161	do.....	2,210,264
Region II:						
New York.....	6,242,206	6,242,206	(¹)	(³)	do.....	254,587,928
Region III:						
Delaware.....	46,664	35,212	11,389	10,800	January 1939.....	1,464,377
New Jersey.....	874,404	874,404	(¹)	(²)	do.....	29,106,130
Pennsylvania.....	2,726,744	2,726,744	(¹)	(²)	January 1938.....	166,395,361
Region IV:						
District of Columbia.....	194,817	182,107	11,933	(⁵)	do.....	4,790,640
Maryland.....	390,250	347,737	42,452	40,543	do.....	21,895,046
North Carolina.....	340,723	326,995	13,530	10,842	do.....	16,714,687
Virginia.....	349,647	304,315	45,076	36,382	do.....	15,422,337
West Virginia.....	282,800	267,478	15,382	(⁵)	do.....	19,794,930

See footnotes at end of table.

TABLE 1.—Continued Unemployment-Compensation Claims Received, Weeks Compensated, and Benefits Paid, by States, October 1940—Continued

Social Security Board region and State	Benefits paid				Month and year benefits first payable	Amount of benefits since first payable ⁴
	Amount ³	Type of unemployment				
		Total	Partial and part-total combined ²	Partial only ²		
Region V:						
Kentucky.....	\$357,382	\$310,910	\$43,234	(⁵)	January 1939.....	\$8,950,850
Michigan.....	1,337,843	1,274,967	62,876	(⁵)	July 1938.....	102,576,317
Ohio.....	1,261,226	1,130,099	131,127	(⁵)	January 1939.....	45,756,968
Region VI:						
Illinois.....	2,616,144	1,995,253	614,451	\$443,019	July 1939.....	55,297,160
Indiana.....	504,300	444,957	59,177	(⁵)	April 1938.....	35,049,797
Wisconsin.....	218,961	197,768	21,193	11,201	July 1936.....	19,128,297
Region VII:						
Alabama.....	369,814	354,895	14,427	7,513	January 1938.....	16,563,268
Florida.....	694,641	623,422	71,219	(⁵)	January 1939.....	9,168,325
Georgia.....	309,651	296,722	12,929	8,942	do.....	7,170,746
Mississippi.....	157,315	150,113	7,126	156	April 1938.....	4,812,802
South Carolina.....	208,692	186,906	21,540	8,463	July 1938.....	4,912,867
Tennessee.....	449,703	419,213	30,490	10,973	January 1938.....	16,190,411
Region VIII:						
Iowa.....	194,006	175,675	18,179	3,757	July 1938.....	11,387,921
Minnesota.....	474,211	439,404	34,807	(⁵)	January 1938.....	24,253,850
Nebraska.....	103,632	95,788	7,844	2,990	January 1939.....	2,906,180
North Dakota.....	21,421	19,620	1,801	625	do.....	1,088,759
South Dakota.....	16,656	14,661	1,979	(⁵)	do.....	718,509
Region IX:						
Arkansas.....	170,202	160,205	9,995	1,032	do.....	4,505,677
Kansas.....	124,497	112,256	12,241	5,072	do.....	4,040,540
Missouri.....	449,783	386,172	63,534	41,920	do.....	11,611,454
Oklahoma.....	250,269	226,828	23,441	1,690	December 1938.....	7,549,650
Region X:						
Louisiana.....	567,998	531,276	36,120	(⁵)	January 1938.....	15,714,056
New Mexico.....	96,806	89,129	7,677	4,319	December 1938.....	2,270,480
Texas.....	604,389	628,283	65,898	(⁵)	January 1938.....	28,764,418
Region XI:						
Arizona.....	98,896	93,464	5,432	285	do.....	4,560,861
Colorado.....	218,593	193,782	24,737	16,865	January 1939.....	7,176,679
Idaho.....	72,701	69,660	3,013	(⁵)	September 1938.....	4,340,705
Montana.....	135,463	135,463	(¹)	(²)	July 1939.....	3,528,413
Utah.....	142,966	135,115	7,851	446	January 1938.....	5,569,536
Wyoming.....	41,929	37,054	4,875	1,834	January 1939.....	2,249,084
Region XII:						
California.....	4,727,828	4,284,012	436,093	270,599	January 1938.....	117,022,766
Nevada.....	63,470	59,945	3,525	2,032	January 1939.....	1,746,364
Oregon.....	194,153	171,168	22,756	16,010	January 1938.....	13,639,068
Washington.....	450,674	402,698	47,976	(⁵)	January 1939.....	14,298,057
Territories:						
Alaska.....	18,974	18,471	503	0	do.....	829,279
Hawaii.....	20,788	18,630	2,158	2,055	do.....	529,385

¹ I. e., certification that the claimant has completed a waiting-period week or a compensable period (usually a calendar week or 7-day period).

² Benefits for partial and part-total unemployment are not provided by State law in Montana, New Jersey, New York, and Pennsylvania. In Massachusetts and Mississippi provision for these payments became effective Oct. 1, 1940. Mississippi, however, provided for benefits for part-total unemployment prior to this date.

³ Includes supplemental payments, not classified by type of unemployment.

⁴ Adjusted to exclude returned and voided benefit checks except for October.

⁵ Data for partial unemployment included with data for part-total unemployment.

⁶ Payments for part-total and partial unemployment are made for benefit periods of one quarter. The number of weeks represented by each such payment is determined by dividing the amount paid by the claimant's benefit rate for total unemployment.

⁷ Figures for October exclude 4 payments amounting to \$69 arising from recalculation of weekly benefit amounts and 15 payments for 33 weeks amounting to \$413 for payment of miners' claims resulting from labor dispute in 1939. Both amounts, however, are included in benefits since first payable.

TABLE 2.—Trend of Weekly Continued Claims¹ Received for all Types of Unemployment,² by States, for Weeks Ending in October 1940

[Data reported by State agencies, corrected to Nov. 26, 1940]

Social Security Board region and State	Weekly average ³			Claimants (in thousands) for benefits, ⁴ week ending—					
	September	October		Sept. 21	Sept. 28	Oct. 5	Oct. 12	Oct. 19	Oct. 26
		Number (in thousands)	Percent of change from September						
Total.....	1,014.9	876.2	-13.7	978.8	930.0	887.9	863.5	885.8	867.6
Region I:									
Connecticut.....	10.0	7.9	-21.4	9.5	8.5	7.9	7.9	8.1	7.7
Maine.....	8.4	9.0	+6.6	8.4	7.6	8.7	8.2	9.0	10.1
Massachusetts.....	61.4	50.7	-17.4	56.2	53.3	50.7	48.8	51.1	52.3
New Hampshire.....	5.2	6.4	+21.6	5.4	5.0	5.8	5.4	7.5	6.8
Rhode Island.....	12.1	10.3	-15.0	10.7	12.0	12.5	9.5	10.4	8.6
Vermont.....	1.9	1.7	-10.2	2.0	1.8	1.6	1.7	1.7	1.7
Region II:									
New York ⁴	161.6	144.5	-10.6	158.3	152.4	140.9	150.3	143.4	143.4
Region III:									
Delaware.....	1.7	1.4	-13.0	2.1	1.5	1.5	1.6	1.4	1.3
New Jersey ⁴	31.6	29.0	-8.3	29.5	29.9	28.9	28.7	28.3	29.9
Pennsylvania ⁴	83.2	77.3	-7.2	77.7	72.5	73.7	87.8	72.7	74.8
Region IV:									
District of Columbia.....	4.5	4.6	+1.0	4.2	4.5	4.4	4.5	4.6	4.8
Maryland.....	13.8	11.7	-14.6	13.3	12.3	12.0	11.5	11.6	11.9
North Carolina.....	24.6	18.6	-24.4	23.5	21.4	20.1	18.7	19.6	16.0
Virginia.....	14.2	11.7	-17.7	15.4	12.8	13.7	10.3	12.0	10.7
West Virginia.....	10.6	9.4	-10.6	10.4	9.8	10.0	9.7	9.1	8.9
Region V:									
Kentucky.....	8.2	7.0	-14.2	6.6	9.2	5.9	7.6	7.0	7.6
Michigan.....	52.9	30.3	-42.7	48.6	40.7	35.2	29.5	29.8	26.8
Ohio.....	51.6	44.4	-14.1	50.5	49.1	45.7	37.6	51.1	43.1
Region VI:									
Illinois.....	69.8	60.6	-13.1	68.9	64.4	63.4	55.5	62.9	60.7
Indiana.....	18.6	15.1	-18.8	17.9	16.4	15.8	14.1	15.1	15.2
Wisconsin.....	9.0	7.2	-20.7	8.3	7.5	7.1	6.8	7.3	7.5
Region VII:									
Alabama.....	19.7	15.9	-19.5	19.5	18.6	16.5	13.9	17.3	15.7
Florida.....	22.8	18.2	-20.1	22.7	21.0	21.6	18.5	18.1	14.8
Georgia.....	19.0	12.9	-32.3	18.1	15.1	14.1	11.7	13.5	12.1
Mississippi.....	9.9	6.5	-34.0	9.5	8.6	7.8	6.7	6.0	5.6
South Carolina.....	10.6	7.8	-26.6	9.9	9.2	8.4	7.6	7.0	8.2
Tennessee.....	21.2	18.0	-14.9	21.6	17.5	19.6	18.2	17.2	17.2
Region VIII:									
Iowa.....	8.6	7.0	-17.8	7.9	8.0	7.0	7.2	7.0	6.9
Minnesota.....	13.4	12.8	-4.6	13.2	12.5	12.5	13.0	12.9	12.8
Nebraska.....	3.3	3.2	-4.2	3.4	3.4	3.2	3.1	3.5	3.0
North Dakota.....	.8	.7	-5.1	.7	.7	.7	.7	.8	.8
South Dakota.....	.8	.7	-11.4	.7	.7	.7	.7	.7	.7
Region IX:									
Arkansas.....	10.4	8.0	-23.6	10.4	9.9	8.6	8.4	7.3	7.6
Kansas.....	5.1	5.0	-1.4	5.0	5.0	4.6	5.0	4.9	5.4
Missouri.....	23.3	21.9	-6.2	22.5	22.4	19.8	22.3	22.5	23.0
Oklahoma.....	8.4	7.9	-5.4	8.3	7.8	7.9	8.2	7.8	7.8
Region X:									
Louisiana.....	23.7	17.3	-27.3	22.2	19.9	18.5	15.5	17.7	17.4
New Mexico.....	3.2	3.0	-8.8	3.2	3.1	3.1	2.6	3.3	2.8
Texas.....	33.2	28.7	-13.4	32.1	31.0	29.6	29.1	28.2	27.9
Region XI:									
Arizona.....	3.0	2.8	-5.7	2.9	2.9	2.8	2.5	3.0	2.8
Colorado.....	6.2	5.7	-8.2	6.2	5.7	5.6	4.6	6.3	6.4
Idaho.....	2.2	2.1	-3.5	2.2	2.1	2.0	2.1	2.2	2.1
Montana ⁴	3.6	3.7	+3.5	3.5	3.7	3.6	3.3	4.2	4.0
Utah.....	4.1	3.7	-10.4	4.1	3.9	3.9	3.5	3.8	3.4
Wyoming.....	1.1	1.1	-5.1	1.0	1.1	1.0	1.0	1.1	1.2
Region XII:									
California.....	84.9	84.7	-.2	83.5	86.7	82.9	82.2	85.8	87.9
Nevada.....	1.4	1.5	+9.1	1.3	1.4	1.4	1.5	1.5	1.7
Oregon.....	4.8	5.0	+4.7	5.0	4.5	4.6	4.3	5.7	5.6
Washington.....	9.3	10.0	+7.7	9.3	8.6	9.0	8.4	11.4	11.2
Territories:									
Alaska.....	1.3	.5	-58.6	1.0	1.3	.4	.5	.5	.7
Hawaii.....	.7	1.1	+60.0	.5	1.1	1.0	1.5	.9	1.1

¹ I. e., certification that the claimant has completed a waiting-period week or a compensable period (usually a calendar week or 7-day period).² Includes claims for total, part-total, and partial unemployment.³ Computations based on complete figure.⁴ Benefits for partial and part-total unemployment are not provided by State law in Montana, New Jersey, New York, and Pennsylvania. In Massachusetts and Mississippi provision for these payments became effective Oct. 1, 1940. Mississippi, however, provided for benefits for part-total unemployment prior to this date.

VOLUNTARY PENSION INSURANCE IN BRAZIL, 1940 ¹

EMPLOYEES of any enterprise in Brazil who are dismissed may continue membership in the social-insurance scheme in which they are insured, provided their dismissal is not due to certain specified classes of offenses, according to a decree law of February 7, 1940. For the purpose of the present legislation, unemployment includes inactivity because of dismissal or lack of work. The option to continue social-insurance membership is open to a member who is suspended or given leave without pay, as well as to one whose contribution to a retirement and pension institute or fund ceases because he is engaged in employment not covered by any social-insurance or retirement legislation.

An eligible member who wishes to continue his protection must communicate his intention to the institute or fund, supporting his communication with proof of unemployment or of employment not covered by social insurance, which shall be renewed every 6 months. In the communication shall be stated the pay on the basis of which contributions are to be made, which cannot be greater than the last pay received in the activity covered by his social insurance nor less than half of that amount. Unless the notice of intention to continue the protection is presented to the institute or fund within 12 months after cessation of contributions for any reason allowed in this legislation, the right to membership and the option of continuance of insurance is lost.

The contributions shall include that of the member himself and that of the employer, and are to be made monthly. The contribution of the State shall be equal to half of the combined employer and employee contribution. With the first such payment and those following are to be included payments on arrearages, at the rate of a month's contribution with each payment. The member who is contributing to an institute or fund as provided in this legislation, and who fails for more than 12 months to pay his contributions, shall forfeit all his rights as a member of the institute or fund. In case of a lapse in payments less than 12 months in duration, the fund member and his beneficiaries shall retain their right to the respective benefits, granting of which shall be contingent upon furnishing proof as stated above, and the payment, at the rate of the last contribution paid, of the quotas due since contributions ceased. Quotas in arrears are charged with interest at one-half percent per month. In institutes and funds which grant benefits on the basis of the duration of service, months for which voluntary contributions have been paid shall be considered as time of active service. Contributions may not be based upon monthly remuneration in excess of 2,000 milreis.

¹ *Revista do Trabalho*, Rio de Janeiro, May 1940. See Monthly Labor Review, September 1939, or *Sérial* No. R. 1004, for a tabular statement of the occupational pension-insurance schemes in Brazil.

Certain specified public-service employees, who engage in other occupational activities but are contributing to the fund for public-service employees, may choose to continue in that institute, being exempted from contribution to the other welfare institutions to which they belong or shall come to belong; but this option shall be indicated to the other institutions within 6 months from the date of coming under their jurisdiction, under penalty of losing the right to the option.

This decree law replaces a similar one dated October 27, 1938, and incorporates within its provisions insured persons covered by the previous legislation.



UNEMPLOYMENT-ASSISTANCE ALLOWANCES IN GREAT BRITAIN

THE unemployment-assistance allowances in Great Britain, provided for by the Unemployment Assistance (Determination of Need and Assessment of Needs) Regulations, 1936, were increased in December 1939 by regulations made by the Minister of Labor and National Service. They were again increased by similar regulations which received the approval of Parliament in October 1940.¹ The increases were to become effective November 4, 1940.

British Unemployment Assistance Allowance Rates Effective from December 18, 1939, and from November 4, 1940

Household member covered	Rate per week	
	Dec. 18, 1939– Nov. 4, 1940	Nov. 4, 1940
Householder and householder's wife or husband.....	s. d. 26 0	s. d. 28 0
Householder (where above rate is not applicable):		
Male.....	17 0	18 0
Female.....	16 0	17 0
Members of household to whom foregoing rates do not apply, aged:		
21 years or over—		
Male.....	11 0	12 0
Female.....	10 0	11 0
16 and under 21.....	9 0	10 0
14 and under 16.....	6 6	6 9
11 and under 14.....	5 0	5 3
8 and under 11.....	4 6	4 9
5 and under 8.....	4 0	4 3
Under 5.....	3 6	3 9
For child in household consisting of only 1 child in addition to not more than 2 adults—minimum amount.....	4 6	4 9

The 1939 regulations provided for increases over the 1936 rates of 2s. per week for the householder and the householder's wife or husband, by 1s. per week for single persons above the age of 16, and 6d. for young persons under that age. The same rate of increase applies to the present allowances, with the exception of young persons under 16 years of age, whose allowances will be increased by 3d. instead

¹ Ministry of Labor Gazette, London, issues of December 1939 and October 1940.

of 6d. The original rate of 15s. for persons living otherwise than as members of households was increased to 16s. 6d. in 1939 and to 17s. 6d. under the new regulations.

The rates in effect from December 18, 1939, to November 1940, and the new allowances, are shown in the preceding table.

Persons entitled to an allowance from the Assistance Board by regulations issued under the Unemployment Assistance (Emergency Powers) Act, 1939, for the relief of distress caused by the war—which extended the eligibility for allowances to include such persons—will also be eligible for increased allowances.

It is estimated that the additional cost of the increased allowances will be about £900,000 per annum.

1939		1940		1941		1942		1943		1944		1945		1946		1947		1948		1949		1950		1951		1952		1953		1954		1955		1956		1957		1958		1959		1960		1961		1962		1963		1964		1965		1966		1967		1968		1969		1970		1971		1972		1973		1974		1975		1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		1986		1987		1988		1989		1990		1991		1992		1993		1994		1995		1996		1997		1998		1999		2000		2001		2002		2003		2004		2005		2006		2007		2008		2009		2010		2011		2012		2013		2014		2015		2016		2017		2018		2019		2020		2021		2022		2023		2024		2025		2026		2027		2028		2029		2030		2031		2032		2033		2034		2035		2036		2037		2038		2039		2040		2041		2042		2043		2044		2045		2046		2047		2048		2049		2050		2051		2052		2053		2054		2055		2056		2057		2058		2059		2060		2061		2062		2063		2064		2065		2066		2067		2068		2069		2070		2071		2072		2073		2074		2075		2076		2077		2078		2079		2080		2081		2082		2083		2084		2085		2086		2087		2088		2089		2090		2091		2092		2093		2094		2095		2096		2097		2098		2099		2100		2101		2102		2103		2104		2105		2106		2107		2108		2109		2110		2111		2112		2113		2114		2115		2116		2117		2118		2119		2120		2121		2122		2123		2124		2125		2126		2127		2128		2129		2130		2131		2132		2133		2134		2135		2136		2137		2138		2139		2140		2141		2142		2143		2144		2145		2146		2147		2148		2149		2150		2151		2152		2153		2154		2155		2156		2157		2158		2159		2160		2161		2162		2163		2164		2165		2166		2167		2168		2169		2170		2171		2172		2173		2174		2175		2176		2177		2178		2179		2180		2181		2182		2183		2184		2185		2186		2187		2188		2189		2190		2191		2192		2193		2194		2195		2196		2197		2198		2199		2200		2201		2202		2203		2204		2205		2206		2207		2208		2209		2210		2211		2212		2213		2214		2215		2216		2217		2218		2219		2220		2221		2222		2223		2224		2225		2226		2227		2228		2229		2230		2231		2232		2233		2234		2235		2236		2237		2238		2239		2240		2241		2242		2243		2244		2245		2246		2247		2248		2249		2250		2251		2252		2253		2254		2255		2256		2257		2258		2259		2260		2261		2262		2263		2264		2265		2266		2267		2268		2269		2270		2271		2272		2273		2274		2275		2276		2277		2278		2279		2280		2281		2282		2283		2284		2285		2286		2287		2288		2289		2290		2291		2292		2293		2294		2295		2296		2297		2298		2299		2300		2301		2302		2303		2304		2305		2306		2307		2308		2309		2310		2311		2312		2313		2314		2315		2316		2317		2318		2319		2320		2321		2322		2323		2324		2325		2326		2327		2328		2329		2330		2331		2332		2333		2334		2335		2336		2337		2338		2339		2340		2341		2342		2343		2344		2345		2346		2347		2348		2349		2350		2351		2352		2353		2354		2355		2356		2357		2358		2359		2360		2361		2362		2363		2364		2365		2366		2367		2368		2369		2370		2371		2372		2373		2374		2375		2376		2377		2378		2379		2380		2381		2382		2383		2384		2385		2386		2387		2388		2389		2390		2391		2392		2393		2394		2395		2396		2397		2398		2399		2400		2401		2402		2403		2404		2405		2406		2407		2408		2409		2410		2411		2412		2413		2414		2415		2416		2417		2418		2419		2420		2421		2422		2423		2424		2425		2426		2427		2428		2429		2430		2431		2432		2433		2434		2435		2436		2437		2438		2439		2440		2441		2442		2443		2444		2445		2446		2447		2448		2449		2450		2451		2452		2453		2454		2455		2456		2457		2458		2459		2460		2461		2462		2463		2464		2465		2466		2467		2468		2469		2470		2471		2472		2473		2474		2475		2476		2477		2478		2479		2480		2481		2482		2483		2484		2485		2486		2487		2488		2489		2490		2491		2492		2493		2494		2495		2496		2497		2498		2499		2500		2501		2502		2503		2504		2505		2506		2507		2508		2509		2510		2511		2512		2513		2514		2515		2516		2517		2518		2519		2520		2521		2522		2523		2524		2525		2526		2527		2528		2529		2530		2531		2532		2533		2534		2535		2536		2537		2538		2539		2540		2541		2542		2543		2544		2545		2546		2547		2548		2549		2550		2551		2552		2553		2554		2555		2556		2557		2558		2559		2560		2561		2562		2563		2564		2565		2566		2567		2568		2569		2570		2571		2572		2573		2574		2575		2576		2577		2578		2579		2580		2581		2582		2583		2584		2585		2586		2587		2588		2589		2590		2591		2592		2593		2594		2595		2596		2597		2598		2599		2600		2601		2602		2603		2604		2605		2606		2607		2608		2609		2610		2611		2612		2613		2614		2615		2616		2617		2618		2619		2620		2621		2622		2623		2624		2625		2626		2627		2628		2629		2630		2631		2632		2633		2634		2635		2636		2637		2638		2639		2640		2641		2642		2643		2644		2645		2646		2647		2648		2649		2650		2651		2652		2653		2654		2655		2656		2657		2658		2659		2660		2661		2662		2663		2664		2665		2666		2667		2668		2669		2670		2671		2672		2673		2674		2675		2676		2677		2678		2679		2680		2681		2682		2683		2684		2685		2686		2687		2688		2689		2690		2691		2692		2693		2694		2695		2696		2697		2698		2699		2700		2701		2702		2703		2704		2705		2706		2707		2708		2709		2710		2711		2712		2713		2714		2715		2716		2717		2718		2719		2720		2721		2722		2723		2724		2725		2726		2727		2728		2729		2730		2731		2732		2733		2734		2735		2736		2737		2738		2739		2740		2741		2742		2743		2744		2745		2746		2747		2748		2749		2750		2751		2752		2753		2754		2755		2756		2757		2758		2759		2760		2761		2762		2763		2764		2765		2766		2767		2768		2769		2770		2771		27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Housing Conditions

BUILDING AND LOAN ASSOCIATIONS, 1939

INCREASES in total assets in amount of mortgage loans made during the year, and in the surplus and undivided profits at the end of 1939 as compared with 1938, were reported by the United States Building and Loan League.^a The assets of the 8,328 associations at the end of 1939 totaled \$5,674,262,030. The number of associations and the membership both showed decreases from 1938 to 1939.

TABLE 1.—*Status of Building and Loan Associations, End of 1939, by States*

State	Number of associations	Number of members	Total assets	Mortgage loans		Surplus and undivided profits
				Made in 1939	Outstanding, end of year	
Alabama.....	36	19,416	\$13,907,409	\$2,469,562	\$8,624,876	\$1,502,954
Arizona.....	3	3,319	3,661,900	¹ 1,212,340	3,212,958	60,979
Arkansas.....	42	9,227	14,584,417	4,144,109	12,538,167	1,328,645
California.....	180	223,820	276,904,146	¹ 37,898,061	226,730,255	² 18,088,641
Colorado.....	56	27,909	32,275,009	9,182,273	22,812,091	2,876,355
Connecticut.....	50	47,072	38,685,325	8,086,914	35,138,662	2,078,448
Delaware.....	44	16,131	13,649,746	¹ 246,800	11,684,216	408,053
Florida.....	82	39,238	55,185,709	¹ 16,680,056	45,661,098	1,351,218
Georgia.....	67	29,457	28,955,743	¹ 6,334,717	26,593,327	1,053,064
Idaho.....	13	14,794	11,190,221	1,605,392	9,389,916	465,713
Illinois.....	649	373,934	346,856,591	¹ 30,368,893	242,073,900	20,673,716
Indiana.....	254	175,133	169,864,207	¹ 14,748,452	119,961,559	13,307,878
Iowa.....	93	53,295	50,519,371	13,327,679	40,529,243	2,190,969
Kansas.....	140	85,257	73,066,895	10,720,620	46,494,734	4,934,225
Kentucky.....	173	120,072	113,473,401	¹ 10,646,102	86,656,851	6,671,206
Louisiana.....	73	109,648	93,818,249	21,370,482	77,803,962	9,100,001
Maine.....	41	24,927	23,918,322	¹ 366,789	20,272,879	1,541,221
Maryland.....	684	³ 193,305	188,894,704	¹ 9,952,960	115,734,586	⁴ 11,785,036
Massachusetts.....	210	421,691	492,254,576	76,527,627	373,685,098	30,140,561
Michigan.....	82	115,690	118,178,131	15,552,783	64,066,275	7,682,681
Minnesota.....	76	95,830	75,764,655	24,466,793	65,545,332	2,547,398
Mississippi.....	41	7,762	9,029,641	1,677,692	7,781,518	746,698
Missouri.....	213	152,866	131,496,877	7,876,655	98,523,410	9,241,588
Montana.....	22	16,154	11,539,377	2,828,865	9,066,161	884,919
Nebraska.....	69	84,118	66,186,169	10,025,753	47,412,065	6,671,188
Nevada.....	4	927	875,887	¹ 99,460	624,980	62,599
New Hampshire.....	30	23,088	19,385,008	2,105,507	17,340,863	1,210,524
New Jersey.....	1,225	497,787	543,713,964	¹ 246,874	276,493,853	150,890,236
New Mexico.....	21	4,269	5,860,655	¹ 586,323	4,980,555	481,852
New York.....	269	591,791	422,334,142	69,263,712	325,381,112	29,046,503
North Carolina.....	181	135,580	98,471,931	25,930,190	87,620,800	7,431,237
North Dakota.....	23	14,379	11,545,293	1,315,175	9,042,676	774,678
Ohio.....	696	1,438,550	827,015,918	¹ 46,555,926	590,839,090	63,508,613
Oklahoma.....	69	42,200	64,497,218	16,277,183	52,174,288	5,968,619
Oregon.....	32	29,503	30,477,081	8,046,434	23,730,195	777,067

See footnotes at end of table.

^a United States Savings and Loan League. Part 1 of Secretary's Annual Report, by H. F. Cellarius. Cincinnati, 1940.

TABLE 1.—*Status of Building and Loan Associations, End of 1939, by States—Continued*

State	Number of associations	Number of members	Total assets	Mortgage loans		Surplus and undivided profits
				Made in 1939	Outstanding, end of year	
Pennsylvania.....	1,606	465,981	\$481,790,597	\$53,768,141	\$351,151,791	\$59,649,031
Rhode Island.....	9	55,871	40,304,438	9,542,208	34,438,410	1,689,638
South Carolina.....	72	22,519	27,299,839	8,355,524	24,503,377	1,468,642
South Dakota.....	15	5,867	4,636,665	413,266	3,793,608	246,945
Tennessee.....	47	22,969	26,948,211	6,371,178	23,684,996	935,566
Texas.....	153	86,478	95,194,076	27,005,961	73,834,514	5,920,684
Utah.....	21	30,427	27,580,964	¹ 1,461,565	15,706,452	4,024,995
Vermont.....	14	6,852	6,228,599	1,590,853	5,406,076	472,995
Virginia.....	80	51,795	51,637,650	¹ 6,482,611	45,219,565	4,256,128
Washington.....	68	152,283	68,728,096	¹ 11,879,029	50,924,662	4,515,722
West Virginia.....	61	25,918	27,975,138	¹ 3,864,043	19,802,427	2,717,719
Wisconsin.....	186	162,538	171,792,195	20,627,381	102,406,681	14,767,829
Wyoming.....	14	4,906	6,014,730	1,276,709	4,476,884	651,515
District of Columbia.....	29	152,287	152,759,857	47,742,163	143,191,176	15,093,046
Alaska.....	1	216	214,580	¹ 259,513	195,095	4,477
Hawaii.....	9	14,456	7,109,507	¹ 673,398	6,110,480	439,886
Total:						
1939.....	8,328	6,499,511	5,674,262,030	710,058,596	4,111,066,745	534,340,101
1938.....	8,951	6,829,167	5,629,564,869	571,161,951	3,918,661,795	517,112,464

¹ Federal associations only; no data for State-chartered associations.² Not including (nonwithdrawable) guaranty capital stock of State-chartered associations.³ Estimated.⁴ Partly estimated.

The relative importance of the associations chartered under the State and Federal acts is shown in table 2.

TABLE 2.—*Membership and Assets of Building and Loan Associations Under State and Federal Laws, 1938 and 1939*

Type of association	1939			1938		
	Number of associations	Membership	Total assets	Number of associations	Membership	Total assets
State-chartered associations.....	6,918	5,051,978	\$4,096,978,221	7,583	5,167,504	\$4,318,357,238
Federal-chartered associations.....	1,410	1,447,533	1,577,283,809	1,368	1,661,663	1,311,207,631
Total.....	8,328	6,499,511	5,674,262,030	8,951	6,829,167	5,629,564,869

Table 3 reveals a continuous decline in number of associations through 1939; and in total assets until 1939, when a slight increase (less than 1 percent) occurred. Membership likewise fell except in the 2 years 1937 and 1938.

TABLE 3.—*Development of Building and Loan Associations, 1930 to 1939*

Year	Number of associations	Membership	Assets
1930.....	11,777	12,350,928	\$8,828,611,925
1931.....	11,442	11,338,701	8,417,375,605
1932.....	10,997	10,114,792	7,750,491,084
1933.....	10,727	9,224,105	6,977,531,676
1934.....	10,920	8,370,210	6,450,424,392
1935.....	10,534	7,059,567	5,888,710,326
1936.....	10,256	6,125,971	5,741,935,430
1937.....	9,762	6,233,019	5,711,658,410
1938.....	8,951	6,829,167	5,629,564,869
1939.....	8,328	6,499,511	5,674,262,030

National Income and Population Statistics

INCOME PAYMENTS, BY STATES, 1929 TO 1939

TOTAL income payments in the United States were 6 percent larger in 1939 than in 1938. Increases by States ranged from 1 percent in Kansas to 11 percent in Michigan. Payments per capita were about 5 percent larger in 1939 than in the preceding year. In Arizona, per capita payments were virtually unchanged; in other States the increases ranged up to 10 percent in North Dakota. The average amount of income payments continued to range widely. The five States with the highest averages had per capita incomes of \$750 or more, and the five States with the lowest averages had per capita incomes of \$300 or less.¹ (See table 1.)

Per capita income payments by States are computed by dividing total income payments by total population, the population estimates being keyed to the census figures for 1930 and 1940. Interpolations are made by use of estimates released each year by the Bureau of the Census for July 1. The Bureau of Foreign and Domestic Commerce, which makes the estimates of income, points out that salary and wage payments and entrepreneurial withdrawals must be allocated, in the light of the only available information, to the States in which the income is earned. The population figures, on the other hand, are based on residence. As a result, the necessity of assigning such income to the State in which the payments are made causes some distortion of per capita income figures. For example, large numbers of the persons who work and receive their pay in Washington, D. C., reside in Maryland and Virginia, and the per capita income attributed to the District of Columbia is much too large. In smaller degree, the per capita figure for New Jersey is distorted by the large numbers who work and receive their pay in New York City but reside in New Jersey, the per capita figure for New Jersey being too small. For these reasons, no per capita figures are given in table 1 for New Jersey and the District of Columbia. It is believed that the bias in the other per capita figures is far less serious.

¹ U. S. Bureau of Foreign and Domestic Commerce. Survey of Current Business, October 1940, pp. 8-12: Income Payments to Individuals, by States, 1929-39, by John L. Martin. For a more detailed analysis of the Bureau of Foreign and Domestic Commerce's previous figures of income payments by States, see Monthly Labor Review, June 1940 (pp. 1367-1372).

TABLE 1.—Per Capita Income Payments by States, 1929–39¹

State ²	Per capita payments					Ratio to national per capita payments	
	1929	1932	1933	1938	1939	1929	1939
Alabama.....	\$326	\$157	\$145	\$236	\$243	0.482	0.453
Arizona.....	586	315	307	457	456	.866	.851
Arkansas.....	305	154	144	234	244	.451	.455
California.....	978	585	546	726	753	1.445	1.405
Colorado.....	596	365	355	500	522	.880	.974
Connecticut.....	928	574	544	711	768	1.371	1.433
Delaware.....	1,025	615	582	780	848	1.514	1.582
Florida.....	516	308	286	426	457	.762	.853
Georgia.....	333	188	186	279	292	.492	.545
Idaho.....	529	264	285	434	453	.781	.845
Illinois.....	892	457	430	603	640	1.318	1.194
Indiana.....	589	314	307	461	494	.870	.922
Iowa.....	536	275	290	429	446	.792	.832
Kansas.....	519	281	284	409	411	.767	.767
Kentucky.....	375	212	194	294	300	.554	.560
Louisiana.....	411	243	230	339	350	.607	.653
Maine.....	574	387	372	457	481	.848	.897
Maryland.....	695	467	433	559	595	1.027	1.110
Massachusetts.....	874	609	559	668	705	1.291	1.315
Michigan.....	759	394	347	552	604	1.121	1.127
Minnesota.....	570	341	329	485	505	.842	.942
Mississippi.....	274	131	126	194	203	.405	.379
Missouri.....	608	358	337	455	472	.898	.881
Montana.....	645	315	337	510	552	.953	1.030
Nebraska.....	538	279	312	403	421	.795	.785
Nevada.....	873	554	513	744	806	1.290	1.504
New Hampshire.....	651	427	415	511	519	.962	.968
New Mexico.....	358	207	218	315	323	.529	.603
New York.....	1,130	710	654	799	825	1.669	1.539
North Carolina.....	325	182	195	290	302	.480	.563
North Dakota.....	441	182	217	328	362	.651	.675
Ohio.....	747	403	390	562	608	1.103	1.134
Oklahoma.....	453	217	226	336	343	.669	.640
Oregon.....	664	367	347	519	545	.981	1.017
Pennsylvania.....	756	436	408	541	575	1.117	1.073
Rhode Island.....	844	565	524	630	666	1.247	1.243
South Carolina.....	274	155	166	249	268	.405	.500
South Dakota.....	446	194	225	348	373	.659	.696
Tennessee.....	359	194	186	286	296	.530	.552
Texas.....	462	260	258	388	401	.682	.748
Utah.....	552	299	299	446	449	.815	.838
Vermont.....	603	383	360	457	486	.891	.907
Virginia.....	419	272	250	365	385	.619	.718
Washington.....	728	401	385	574	606	1.075	1.131
West Virginia.....	466	267	262	366	378	.688	.705
Wisconsin.....	653	355	338	489	501	.965	.935
Wyoming.....	710	410	420	588	623	1.049	1.162

¹ For source, see footnote 1 of text.² Per capita income not computed for District of Columbia or for New Jersey. See text.

Income, by Type of Payment

In addition to the figures of total income payments by States, estimates have been made of income by types of payments—namely, net salaries and wages, other labor income (which includes pension payments and certain items not going exclusively to the employee groups), entrepreneurial withdrawals (incomes of self-employed persons available for personal use), and returns to capital (dividends, interest, and net rents and royalties). These estimates are given for the years 1929, 1932, 1933, 1938, and 1939 in table 2.

TABLE 2.—Income Payments, by Type of Payment and by States, 1929-39¹

[Millions of dollars]

Type of payment	1929	1932	1933	1938	1939	1929	1932	1933	1938	1939
Alabama						Arizona				
Total.....	856	425	396	662	686	251	134	131	221	225
Net salaries and wages.....	510	263	252	380	402	172	92	83	131	134
Other labor income.....	13	21	30	56	58	5	7	11	21	20
Entrepreneurial withdrawals.....	249	101	77	170	167	45	21	24	47	46
Dividends, interest, etc.....	84	40	37	56	59	29	14	13	22	25
Arkansas						California				
Total.....	563	297	277	450	472	5,390	3,454	3,294	4,856	5,122
Net salaries and wages.....	288	152	144	199	208	3,236	2,115	1,925	2,840	2,965
Other labor income.....	14	30	27	45	49	65	106	133	307	333
Entrepreneurial withdrawals.....	204	93	82	169	176	911	573	617	885	934
Dividends, interest, etc.....	57	22	24	37	39	1,178	660	619	824	890
Colorado						Connecticut				
Total.....	613	383	374	554	581	1,476	945	902	1,208	1,310
Net salaries and wages.....	390	242	218	305	318	962	560	542	758	837
Other labor income.....	11	16	23	54	54	14	22	30	67	59
Entrepreneurial withdrawals.....	110	60	77	120	127	129	87	83	120	127
Dividends, interest, etc.....	102	65	56	75	82	371	276	247	263	287
Delaware						District of Columbia				
Total.....	243	151	145	204	222	624	543	480	744	790
Net salaries and wages.....	116	74	68	98	103	440	388	333	538	574
Other labor income.....	2	3	5	6	7	11	16	19	33	32
Entrepreneurial withdrawals.....	23	14	13	24	24	61	46	43	61	65
Dividends, interest, etc.....	102	60	59	76	88	112	93	85	112	119
Florida						Georgia				
Total.....	739	473	447	769	843	969	557	553	858	905
Net salaries and wages.....	448	280	255	429	459	586	359	349	498	526
Other labor income.....	10	17	27	51	58	14	22	31	57	63
Entrepreneurial withdrawals.....	147	96	93	147	162	266	113	112	217	222
Dividends, interest, etc.....	134	80	72	142	164	103	63	61	86	94
Idaho						Illinois				
Total.....	235	122	133	221	234	6,729	3,523	3,322	4,724	5,027
Net salaries and wages.....	135	78	70	120	124	4,569	2,346	2,144	3,008	3,195
Other labor income.....	3	8	9	16	17	71	141	172	312	327
Entrepreneurial withdrawals.....	79	28	45	70	77	842	453	517	686	722
Dividends, interest, etc.....	18	8	9	15	16	1,247	583	489	718	783
Indiana						Iowa				
Total.....	1,894	1,037	1,022	1,565	1,684	1,323	686	725	1,084	1,128
Net salaries and wages.....	1,308	681	649	961	1,070	673	433	375	513	543
Other labor income.....	33	52	57	136	126	18	29	34	63	66
Entrepreneurial withdrawals.....	331	176	202	308	316	462	138	245	405	409
Dividends, interest, etc.....	222	128	114	160	172	170	86	71	103	110
Kansas						Kentucky				
Total.....	971	527	531	733	739	975	568	524	826	847
Net salaries and wages.....	526	330	294	395	396	566	322	310	445	469
Other labor income.....	18	24	29	50	51	18	31	36	61	66
Entrepreneurial withdrawals.....	292	112	151	196	195	257	135	104	229	217
Dividends, interest, etc.....	135	61	57	92	97	134	80	74	91	95

¹ For source, see footnote 1 of text.

TABLE 2.—Income Payments, by Type of Payment and by States, 1929-39—Continued

[Millions of dollars]

Type of payment	1929	1932	1933	1938	1939	1929	1932	1933	1938	1939
Louisiana						Maine				
Total	855	515	491	784	820	457	315	306	383	404
Net salaries and wages	518	321	302	457	471	278	187	181	229	244
Other labor income	12	25	35	55	60	9	13	15	27	25
Entrepreneurial withdrawals	199	93	92	172	181	83	47	50	63	67
Dividends, interest, etc.	126	76	62	100	108	87	68	60	64	68
Maryland						Massachusetts				
Total	1,124	782	733	906	1,070	3,690	2,589	2,376	2,873	3,035
Net salaries and wages	709	464	431	614	677	2,398	1,535	1,417	1,751	1,879
Other labor income	13	23	28	53	48	50	97	112	235	220
Entrepreneurial withdrawals	137	89	92	128	133	346	238	219	290	303
Dividends, interest, etc.	265	206	182	201	212	806	719	628	597	633
Michigan						Minnesota				
Total	3,608	1,893	1,667	2,806	3,123	1,454	893	868	1,330	1,398
Net salaries and wages	2,502	1,313	1,158	1,868	2,160	856	573	509	745	792
Other labor income	39	76	93	239	211	20	34	42	116	114
Entrepreneurial withdrawals	435	246	244	370	395	377	159	204	329	342
Dividends, interest, etc.	632	258	172	329	357	201	127	113	140	150
Mississippi						Missouri				
Total	546	267	258	417	441	2,195	1,340	1,267	1,709	1,782
Net salaries and wages	255	141	127	177	193	1,413	860	780	1,032	1,070
Other labor income	9	17	21	37	41	30	48	52	120	126
Entrepreneurial withdrawals	227	87	90	167	169	417	218	247	322	331
Dividends, interest, etc.	55	22	20	36	38	335	214	188	235	255
Montana						Nebraska				
Total	347	168	180	279	304	739	383	426	526	552
Net salaries and wages	214	118	106	166	177	375	249	220	278	289
Other labor income	5	8	13	29	25	10	14	15	42	41
Entrepreneurial withdrawals	96	25	45	62	79	255	72	146	152	166
Dividends, interest, etc.	32	17	16	22	23	99	48	45	51	56
Nevada						New Hampshire				
Total	79	52	49	80	88	302	203	199	250	254
Net salaries and wages	52	38	32	53	58	204	125	124	152	156
Other labor income	1	1	2	4	5	4	7	8	18	16
Entrepreneurial withdrawals	17	6	9	12	13	36	23	22	32	33
Dividends, interest, etc.	9	7	6	11	12	58	48	45	48	49
New Jersey						New Mexico				
Total	3,228	2,197	1,981	2,557	2,674	150	90	97	163	170
Net salaries and wages	2,137	1,353	1,197	1,618	1,711	90	61	57	87	88
Other labor income	34	54	74	157	159	3	5	6	15	16
Entrepreneurial withdrawals	369	248	242	323	326	42	15	26	46	50
Dividends, interest, etc.	688	542	468	459	478	15	9	8	15	16
New York						North Carolina				
Total	14,047	9,096	8,429	10,590	10,991	1,017	596	647	1,013	1,068
Net salaries and wages	8,699	5,332	4,843	6,355	6,588	509	372	380	576	617
Other labor income	144	244	355	658	627	11	20	29	56	58
Entrepreneurial withdrawals	1,723	1,052	990	1,364	1,404	290	132	161	278	282
Dividends, interest, etc.	3,481	2,468	2,241	2,213	2,372	117	72	77	103	111

TABLE 2.—Income Payments, by Type of Payment and by States, 1929-39—Continued
[Millions of dollars]

Type of payment	1929	1932	1933	1938	1939	1929	1932	1933	1938	1939
North Dakota						Ohio				
Total	209	126	149	209	231	4,918	2,706	2,626	3,844	4,181
Net salaries and wages	136	87	75	97	100	3,444	1,780	1,729	2,445	2,703
Other labor income	3	6	8	26	21	70	98	144	304	305
Entrepreneurial withdrawals	142	22	56	74	97	613	353	355	559	587
Dividends, interest, etc.	18	11	10	12	13	791	475	398	536	586
Oklahoma						Oregon				
Total	1,072	531	550	782	797	625	360	343	557	591
Net salaries and wages	601	322	296	398	396	401	237	217	348	371
Other labor income	14	36	36	72	75	9	15	20	41	39
Entrepreneurial withdrawals	298	108	152	204	210	149	70	70	120	129
Dividends, interest, etc.	159	65	66	108	116	66	38	36	48	52
Pennsylvania						Rhode Island				
Total	7,230	4,253	4,002	5,347	5,678	575	391	363	445	473
Net salaries and wages	4,941	2,751	2,569	3,352	3,636	387	229	221	278	303
Other labor income	81	113	194	483	445	8	18	13	36	31
Entrepreneurial withdrawals	763	452	418	613	636	49	33	30	38	40
Dividends, interest, etc.	1,445	937	821	899	961	131	111	99	93	99
South Carolina						South Dakota				
Total	475	277	299	468	508	307	134	155	223	239
Net salaries and wages	280	180	185	273	295	133	93	78	104	110
Other labor income	7	11	23	38	41	4	7	13	28	24
Entrepreneurial withdrawals	152	63	68	124	135	146	21	53	78	92
Dividends, interest, etc.	36	23	23	33	37	24	13	11	13	13
Tennessee						Texas				
Total	932	522	507	820	856	2,651	1,546	1,552	2,455	2,558
Net salaries and wages	572	324	326	487	517	1,481	934	856	1,325	1,362
Other labor income	16	28	29	57	60	31	55	70	132	140
Entrepreneurial withdrawals	234	112	96	194	192	731	342	408	622	649
Dividends, interest, etc.	110	58	56	82	87	408	215	218	376	407
Utah						Vermont				
Total	278	155	155	242	245	217	138	130	164	174
Net salaries and wages	183	103	94	147	150	128	77	72	92	100
Other labor income	3	5	11	22	21	4	5	6	11	9
Entrepreneurial withdrawals	59	26	32	50	50	48	28	27	35	37
Dividends, interest, etc.	33	21	18	23	24	37	28	25	26	28
Virginia						Washington				
Total	1,013	676	630	958	1,019	1,126	640	620	981	1,041
Net salaries and wages	654	438	411	596	644	744	428	389	621	662
Other labor income	14	22	26	49	49	14	24	35	78	73
Entrepreneurial withdrawals	230	128	111	198	199	220	112	126	182	196
Dividends, interest, etc.	115	88	82	115	127	148	76	70	100	110
West Virginia						Wisconsin				
Total	797	471	465	683	712	1,906	1,051	1,005	1,504	1,555
Net salaries and wages	586	336	332	454	485	1,201	661	601	906	955
Other labor income	10	16	33	60	51	23	43	65	120	113
Entrepreneurial withdrawals	114	68	55	105	107	407	184	206	310	307
Dividends, interest, etc.	87	51	45	64	69	275	163	133	168	180
Wyoming										
Total	158	94	97	142	152					
Net salaries and wages	104	64	57	82	85					
Other labor income	2	4	5	8	8					
Entrepreneurial withdrawals	39	18	26	39	46					
Dividends, interest, etc.	13	8	9	13	13					

Regional shifts in income payments are affected primarily by shifts of population and industry. It is pointed out, however, in the article here reviewed, that variations by States are affected by such factors as the prevailing types of industry. Michigan's industries, for example, are much more largely in the field of durable goods than are those of Massachusetts, and durable-goods industries are much more susceptible to industrial depressions than are nondurable-goods industries. This situation is reflected in the comparatively large decline in the income payments of Michigan during depression years.

All figures of income extending over a period of years are to be interpreted in the light of price changes. Thus, the sharp reductions of income payments between 1929 and 1932 were accompanied by falling prices, and the decline of money payments was therefore greater than the decline of purchasing power or real income. In 1939, prices were still much lower than in 1929, and real income had regained the approximate levels of 1929. In addition, a larger proportion of income was used for consumption in 1939 than in 1929.¹



POPULATION CHANGES, BY STATES, 1930 TO 1940

FINAL population figures by States, according to the Sixteenth Census, 1940,² show an increase of 7.2 percent for the country as a whole between 1930 and 1940, as compared to 16.1 percent between 1920 and 1930. The slower rate of growth is attributed to the falling birth rate and the fact that 1930-40 was the first intercensal period in American history when emigration exceeded immigration. The evolution of the population is shown in table 1.

TABLE 1.—Population of the United States, 1790 to 1940

Census year	Population	Increase over preceding census		Census year	Population	Increase over preceding census	
		Number	Per-cent			Number	Per-cent
1940.....	131,609,275	8,894,229	7.2	1860.....	31,443,321	8,251,445	35.6
1930.....	122,775,046	17,064,426	16.1	1850.....	23,191,876	6,122,423	35.9
1920.....	105,710,620	13,738,354	14.9	1840.....	17,069,453	4,203,433	32.7
1910.....	91,972,266	15,977,691	21.0	1830.....	12,866,020	3,227,567	33.5
1900.....	75,994,575	13,046,861	20.7	1820.....	9,638,453	2,398,572	33.1
1890.....	62,947,714	12,791,931	25.5	1810.....	7,239,881	1,931,398	36.4
1880.....	50,155,783	10,337,334	26.0	1800.....	5,308,483	1,379,269	35.1
1870.....	39,818,449	8,375,128	26.6	1790.....	3,929,214	.....	.....

¹ Revised figure.

² On this point, see the analysis of the Federal Reserve Board's new index of production in the November 1940 Monthly Labor Review (pp. 1197-1201).

³ U. S. Bureau of the Census. Press Release, Series P-2: Final Population Figures for the United States, by States, 1940. Washington, December 4, 1940.

TABLE 2.—Population Figures for the United States, 1940, by States

[A minus sign (—) denotes decrease]

Division and State	Population		Popula- tion rank	Percent of increase	
	1940	1930		1930-40	1920-30
United States.....	131,669,275	122,775,046	—	7.2	16.1
New England division.....	8,437,290	8,166,341	—	3.3	10.3
Middle Atlantic division.....	27,539,487	26,260,750	—	4.9	18.0
East North Central division.....	26,626,342	25,297,185	—	5.3	17.8
West North Central division.....	13,516,990	13,296,915	—	1.7	6.0
South Atlantic division.....	17,823,151	16,793,589	—	12.9	12.9
East South Central division.....	10,778,225	9,887,214	—	9.0	11.2
West South Central division.....	13,064,525	12,176,830	—	7.3	18.9
Mountain division.....	4,150,003	3,701,789	—	12.1	11.0
Pacific division.....	9,733,262	8,194,433	—	18.8	47.2
New England division:					
Maine.....	847,226	797,423	35	6.2	3.8
New Hampshire.....	491,524	465,203	45	5.6	5.0
Vermont.....	359,231	359,611	46	—, 1	2.0
Massachusetts.....	4,316,721	4,249,614	8	1.6	10.3
Rhode Island.....	713,346	687,497	36	3.8	13.7
Connecticut.....	1,709,242	1,606,903	31	6.4	16.4
Middle Atlantic division:					
New York.....	13,479,142	12,588,066	1	7.1	21.2
New Jersey.....	4,160,165	4,041,334	9	2.9	28.1
Pennsylvania.....	9,900,180	9,631,350	2	2.8	10.5
East North Central division:					
Ohio.....	6,907,612	6,646,697	4	3.9	15.4
Indiana.....	3,427,796	3,238,503	12	5.8	10.5
Illinois.....	7,897,241	7,630,654	3	3.5	17.7
Michigan.....	5,256,106	4,842,325	7	8.5	32.0
Wisconsin.....	3,137,587	2,939,006	13	6.8	11.7
West North Central division:					
Minnesota.....	2,792,300	2,563,953	18	8.9	7.4
Iowa.....	2,538,268	2,470,939	20	2.7	2.8
Missouri.....	3,784,664	3,629,367	10	4.3	6.6
North Dakota.....	641,935	680,845	39	—5.7	5.3
South Dakota.....	642,961	692,849	38	—7.2	8.8
Nebraska.....	1,315,834	1,377,963	32	—4.5	6.3
Kansas.....	1,801,028	1,880,999	29	—4.3	6.3
South Atlantic division:					
Delaware.....	266,505	238,380	47	11.8	6.9
Maryland.....	1,821,244	1,631,526	28	11.6	12.5
District of Columbia.....	663,091	486,869	37	36.2	11.3
Virginia.....	2,677,773	2,421,851	19	10.6	4.9
West Virginia.....	1,901,974	1,729,205	25	10.0	18.1
North Carolina.....	3,571,623	3,170,276	11	12.7	23.9
South Carolina.....	1,899,804	1,738,765	26	9.3	3.3
Georgia.....	3,123,723	2,908,506	14	7.4	.4
Florida.....	1,897,414	1,468,211	27	29.2	51.6
East South Central division:					
Kentucky.....	2,845,627	2,614,589	16	8.8	8.2
Tennessee.....	2,915,841	2,616,556	15	11.4	11.9
Alabama.....	2,832,961	2,646,248	17	7.1	12.7
Mississippi.....	2,183,796	2,009,821	23	8.7	12.2
West South Central division:					
Arkansas.....	1,949,387	1,854,482	24	5.1	5.8
Louisiana.....	2,363,880	2,101,593	21	12.5	16.9
Oklahoma.....	2,336,434	2,396,040	22	—2.5	18.1
Texas.....	6,414,824	5,824,715	6	10.1	24.9
Mountain division:					
Montana.....	559,456	537,606	40	4.1	—2.1
Idaho.....	524,873	445,032	43	17.9	3.0
Wyoming.....	250,742	225,565	48	11.2	16.0
Colorado.....	1,123,296	1,035,791	33	8.4	10.2
New Mexico.....	531,818	423,317	42	25.6	17.5
Arizona.....	499,261	435,573	44	14.6	30.3
Utah.....	550,310	507,847	41	8.4	13.0
Nevada.....	110,247	91,058	49	21.1	17.6
Pacific division:					
Washington.....	1,736,191	1,563,396	30	11.1	15.2
Oregon.....	1,089,684	953,786	34	14.2	21.8
California.....	6,907,387	5,677,251	5	21.7	65.7

The geographic divisions that experienced the largest increases were the South Atlantic, Mountain, and Pacific Divisions. More than average increases were recorded in the Pacific coast States

(with heavy migration from the the Dust Bowl) and in all the Southern States except Oklahoma (with a 2.5-percent decrease), Arkansas, and Alabama, the last-named State having, however, almost exactly the same increase as the country as a whole. Florida had the largest increase (29.2 percent) of any of the States. The only Eastern State to show a decrease was Vermont, with a decline of only a tenth of 1 percent. Five other States, all in the Dust Bowl area, experienced declines, the decreases ranging from 7.2 percent in South Dakota to 2.5 percent in Oklahoma.

The decline in the rate of growth of population affects the age distribution, the habits of consumption, consumer demand, the capital-goods market, and many other vital aspects of the national economy. The marked regional shifts of population, radically different from the earlier westward movement, also reflect profound changes in the economic and cultural life of the country. The basic figures now available are, however, merely the background or framework required for the analysis of forthcoming detailed Census data.

Labor Laws and Court Decisions

SEVENTH NATIONAL CONFERENCE ON LABOR LEGISLATION¹

THE need for safeguarding the efficiency, health, and well-being of labor in the defense effort was stressed at the Seventh National Conference on Labor Legislation, held in Washington, D. C., December 9 to 11, 1940. Representatives of the Governors of 41 States and Puerto Rico, and of the District of Columbia, attended, at the invitation of the Secretary of Labor. Delegates included State labor-law administrators and representatives of all groups of organized labor.

Small committees dealt with the following subjects: (1) Child labor; (2) Federal-State cooperation; (3) industrial disputes; (4) industrial health, safety, and workmen's compensation; (5) industrial home work; (6) labor supply in defense; (7) migratory labor; and (8) wages and hours. In addition to the reports submitted to the conference by these committees, resolutions were presented by a specially appointed resolutions committee and were adopted by the conference.

In the resolutions the conference expressed strong opposition to any so-called "antistrike" legislation, stating that such legislation would, by the very element of compulsion, introduce ill will and suspicion in the place of cooperation, and would weaken rather than strengthen morale, and lessen rather than stimulate production for defense. It was further concluded that harmonious relations are promoted by collective bargaining, with agreements between unions and employers, which, in addition to setting forth wages and hours and working conditions, also create joint machinery for handling grievances, and machinery for the arbitration of disputes, if they arise.

Preservation of existing labor standards was endorsed as an essential part of national well-being and national defense. Action was recommended to extend the scope of labor legislation and social-security programs to those sections of the population which are still working and living at substandard levels. The existing unemployment-compensation program was described as falling far short of the purpose for which it was designed, in both the amount and the duration of benefits. "Merit rating" provisions in unemployment-compensation laws were condemned.

¹ U. S. Department of Labor. Office of the Secretary. Press release No. 6442.

It was urged that in drawing up national defense bills, such as those to prevent sabotage and providing for the use of "home guards" to replace National Guard units, Federal and State agencies should consult with organized labor and labor departments to prevent any attack on the rights of workers and their unions. The Secretary of Labor was requested to appoint a committee to work for safeguards for labor in such matters of defense legislation as might adversely affect workers' rights.

The conference directed attention to the dangers of widespread unemployment and economic dislocation as various phases of defense production are completed, and requested the Secretary of Labor "to appoint a committee to plan for the reabsorption and retraining of workers; to prevent a collapse of labor standards and social gains; and to maintain the Nation's economic stability during post-defense periods of transition."

Enactment of State wage and hour laws in the coming legislative year, when 43 legislatures are meeting, was advocated. Operation of existing wage and hour laws, the conference stated, has roused public realization of the vast number of persons who are without protection. Employers subject to the Federal law are protesting against competition from firms which purposely operate within the limits of single-State boundaries to avoid the need for compliance with the Federal law.

Special consideration was given to training labor and to dilution of skills under the defense program. A plan was recommended including four major points: (1) No dilution should be introduced unless accompanied by an apprenticeship plan. (2) The Federal Committee on Apprenticeship should be authorized by Executive order to set up basic standards for training, when dilution is essential, to be developed in cooperation between management and labor, using joint committees at the State and local levels. (3) Programs for training workers in plants should be limited to cover the number of workers actually needed, and wage rates should be fixed so as to prevent use of the program as a pretext for breaking down wage standards. (4) Finally, the conference went on record as endorsing responsibility by Federal and State departments of labor for all defense training programs, with educational aspects handled by the United States Office of Education and State vocational training bodies.



COURT DECISIONS OF INTEREST TO LABOR

Recent Decisions on National Labor Relations Act

THE United States Supreme Court recently rendered two significant decisions affecting the National Labor Relations Act. One case limited the authority of the National Labor Relations Board to issue

back-pay orders, while the other upheld an order of the Board invalidating a closed-shop contract made by an employer with a nationally affiliated union.

The first case¹ arose out of an order of the Board requiring the Republic Steel Corporation to reinstate, with back pay, certain discharged employees. The Board, in providing for back pay, directed the company to deduct from the payments to the reinstated employees the amounts they had received for work performed upon "work relief projects," and in turn to pay over such amounts to the proper relief agency. The Court held that this order was invalid because it imposed a penalty on the employer which was not authorized by the act. The act was said to be essentially remedial and accordingly the Board was not authorized to impose any penalty on an employer, even though it might think that such an order would effectuate the policies of the act.

With reference specifically to the power of the Board to require the employer to reimburse governmental agencies providing relief jobs to men out of work because of the employer's unfair labor practices, the court pointed out that men employed on relief projects are expected to render services commensurate with the pay they receive. The powers granted to the Board were held to concern the relationship between employers and employees, and not the relationship between employers and the public. In attempting to enter this new field of regulation, the Board, the Court said, exceeded its authority, as it has no power to regulate the activity of employers, except as to correcting unfair labor practices, safeguarding the right of employees to organize and bargain collectively, and redressing certain employee grievances.

In the other case,² the Supreme Court, in a unanimous opinion, ruled that the Board may invalidate a closed-shop contract with a nationally affiliated union which the employer has assisted in organizing. In this case the Board had found that the employer engaged in unfair labor practices through acts of its employees. These employees, who had men working under them, solicited members for an A. F. of L. union on company time and property. They had previously been identified with a company union, and made it known to other employees that the A. F. of L. union was the employer's choice. The facts of the case showed that the employer readily accepted a contract of the A. F. of L. for the tool-room employees and at the same time rejected a contract of the C. I. O., although the majority of the employees had joined the latter union. For these reasons, the Board found that the employer had engaged in unfair labor practices.

¹ *Republic Steel Corporation v. National Labor Relations Board* (61 Sup. Ct. 77).

² *International Association of Machinists, Tool and Die Makers Lodge No. 35 v. National Labor Relations Board* (61 Sup. Ct. 83).

It therefore invalidated the closed-shop contract, and ordered the employer to bargain exclusively with the C. I. O. union.

Mr. Justice Douglas, who delivered the opinion of the Court, declared that an employer may be held to have engaged in unfair labor practices by assisting in the formation of a union through agents, even though their acts were not expressly authorized, because of the clear legislative policy to free the collective-bargaining process of all taint of an employer's compulsion, domination, or influence. The presence of such unfair-labor practices in this case, the Court said, justified the Board's conclusion that the A. F. of L. union did not represent an uncoerced majority of the toolroom employees. For this reason, the Board was authorized to abrogate the contract with the union.

The Supreme Court took notice also of two other cases involving the National Labor Relations Act. The Court, however, refused to review either case, and thus left in effect the rulings of two appeals courts enforcing the orders of the National Labor Relations Board. In one of these cases,³ the Circuit Court of Appeals in Philadelphia had upheld the findings of the Labor Board and enforced its order forbidding interference with union activity. The decision held that a company may not declare, as a statement of policy, that it favors an open shop and will deal only with individual employees. The findings of the Board that the company had encouraged the organization of an employee association, engaged in an antiunion campaign, and discriminatorily discharged prominent union members, were also upheld by the decision of the circuit court.

The second case⁴ involved an election which was boycotted by a majority of the employees of a handkerchief-manufacturing company. In this case the Circuit Court of Appeals at Chicago enforced an order of the Board certifying a union as the collective-bargaining agent of all the employees. This certification was made after an election in which less than a majority of the employees participated. The total number of employees eligible to vote was 225, but only 56 voted, with 53 in favor of the union and 3 against. The certification of the union by the Board was sustained by the circuit court on the ground that the company was responsible for the small number of employees voting.

Anti-Injunction Act Held to Apply in Certain Antitrust Cases

In another recent decision the United States Supreme Court denied a Federal court the power to grant injunctions in labor disputes solely because supposed violations of the antitrust laws were involved.⁵ The

³ *National Labor Relations Board v. Elkland Leather Co.* (114 Fed. (2d) 221; 61 Sup. Ct. 170).

⁴ *New York Handkerchief Mfg. Co. v. National Labor Relations Board* (114 Fed. (2d) 144; 61 Sup. Ct. 170).

⁵ *Milk Wagon Drivers' Union Local No. 753 v. Lake Valley Farm Products, Inc.* (61 Sup. Ct. 122).

issuance of such injunctions, according to this decision, is contrary to the intent of the Norris-LaGuardia Anti-injunction Act. The Circuit Court of Appeals in Chicago had held that a controversy between two unions was not a labor dispute and hence the Norris-LaGuardia Act was not applicable. This court also held that the union in picketing had conducted a secondary boycott in violation of the Sherman Antitrust Act and hence the anti-injunction act did not apply. The Supreme Court, however, held this ruling erroneous and reversed the decision.

The facts showed that an action had been brought by a dairy and a C. I. O. union to restrain an A. F. of L. union from picketing so-called "cut-rate" retail milk stores, in an effort to organize dealers owning their own trucks, buying milk from a dairy, and selling it to stores under a plan called the "vendor system." The A. F. of L. began picketing the stores in 1934 and continued picketing after the vendors had joined the C. I. O. union in 1938. The action brought by the C. I. O. union and the dairy was based on the theory that the officials of the A. F. of L. union had engaged in a conspiracy to violate the Sherman and Clayton Antitrust Acts by waging a secondary boycott for the purpose of obtaining a milk monopoly for employers of the milk-wagon drivers.

Mr. Justice Black, in a unanimous opinion, declared that the controversy did constitute a labor dispute and that the injunction had been granted improperly. He also said that the Norris-LaGuardia Act made no exceptions for violations of the Sherman Act but applied wherever there was a labor dispute. In adopting the Norris-LaGuardia Act, the Court said, Congress clearly recognized that Federal courts had worked hardships through "objectionable" injunctions based on charges of conspiracy to violate the antitrust laws. The Clayton Act was adopted to correct such practices under the Sherman Law, Mr. Justice Black said, but the courts in frequent decisions had even nullified the effect of the Clayton Act. The decision also pointed out that the legislative history of the Norris-LaGuardia Act shows that it was enacted for the express purpose of remedying the application of the Sherman Act to labor unions, despite the later passage of the Clayton Act.

Rights of Labor Upheld by California Supreme Court

Six important decisions⁶ of the Supreme Court of California have upheld the right of labor unions to engage in peaceful picketing and boycotting in order to obtain a closed shop. In the first of these cases

⁶ *Shafer v. Registered Pharmacists Union Local 1172* (106 Pac. (2d) 403); *McKay v. Retail Automobile Salesmen's Local Union No. 1067* (106 Pac. (2d) 373); *E. H. Renzel Co. v. Warehousemen's Union I. L. A. 38-44* (106 Pac. (2d) 1); *C. S. Smith Metropolitan Market Co. v. Lyons* (106 Pac. (2d) 414); *Fortenbury v. Superior Ct.* (106 Pac. (2d) 411); *Lund v. Auto Mechanics' Union No. 1414* (106 Pac. (2d) 408).

the closed shop was held valid and unaffected by the statute which outlaws promises between employers and employees to join or not to join a labor organization. The court ruled that this provision did not prohibit a promise by an employee to join an independent labor organization. Similar rulings were made in three other cases, the court holding that picketing to obtain a closed shop is permissible. According to the decisions of the California court in these four cases, peaceful picketing is lawful for the purpose of compelling an employer to sign a closed-shop contract or to hire union members, even though none of the employees belong to the union and even though the labor standards are better than those provided by the union scale.

The right to conduct a secondary boycott was upheld also by the State supreme court in a case involving a dispute between a poultry workers' union and a poultry farmer. The union had picketed a market which was selling the products of the poultry farm. The picketing of the market in this case was held to be lawful, since its object—a boycott of the product of the farm—was reasonably related to working conditions. In this connection, the court said that there was a unity of interest between the owner of the farm and the owner of the market at which the products of the farm were sold, and that the union had the right to follow the products from the farm to the market and there ask the public not to buy them.

In addition to these rulings, the decisions of the California Supreme Court held also that members of a so-called "inside" union are not entitled to an injunction against the picketing of their employer's place of business by an outside union, and that employee organizations are unlawful whenever they are formed subservient to the employer's will. Again, the court held that employees have no absolute right to remain unorganized, and that coercion by fellow employees to compel a worker to join a union, when brought about entirely by moral forces, is a proper exercise of the rights of labor.

Oregon Antipicketing Law Held Unconstitutional

The Oregon Antipicketing Act has been held unconstitutional by the State Supreme Court on the ground that it violated the right of free speech.⁷ The Oregon statute contained limitations on picketing and boycotting, and prohibited picketing unless an employer and the majority of his employees were engaged in a labor dispute. It also permitted court supervision of union finances, but the constitutionality of this provision was not decided by the court.

The court based its findings on two decisions of the United States Supreme Court involving picketing.⁸ In this connection, the State

⁷ *American Federation of Labor v. Bain; Congress of Industrial Organizations v. Bain* (106 Pac. (2d) 544).

⁸ *Thornhill v. Alabama* (310 U. S. 88); *Carlsen v. California* (310 U. S. 106). See also *Monthly Labor Review*, August 1940 (pp. 359, 360).

court said that "by the decisions in the Thornhill and Carlson cases it is now established that picketing as an incident to a labor dispute is, at least in some of its phases, an exercise of the right of freedom of speech." Furthermore, the court pointed out that the fundamental constitutional right of free speech is secured to "every person." Hence the court reached the conclusion that the denial of such a right to the members of a minority group constitutes an unconstitutional abridgment of the right, even though the rights of the majority are not affected.

Provision in Employment Peace Act of Wisconsin Upheld

The Supreme Court of Wisconsin recently held constitutional a provision of the "Employment Peace Act" of the State, which restricts the use of pickets in support of certain strikes.⁹ The provision in question forbids picketing or boycotting (by declaring such to be an "unfair labor practice") in support of a strike which has not been voted by a majority of employees in a collective-bargaining unit. An employee who is found guilty by the State Employment Relations Board of such unfair labor practice forfeits any rights guaranteed under the law, including the right to retain his status as an employee. However, in a case of a strike which has been approved by a majority of the employees, strikers retain their employment status pending the settlement of the dispute. It should be noted, also, that the act does not prevent a minority of employees from striking, but merely limits the methods of coercion which they may use.

In upholding the validity of the provision in question, the court pointed out that it did not prohibit picketing as it was prohibited by those statutes which the United States Supreme Court has held to be a violation of the constitutional right of free speech. The Wisconsin statute, the court said, does not forbid picketing, but merely regulates it. The right of free speech guaranteed by the Constitution is subject to limitations, as are other rights guaranteed by the Constitution. In this connection, the Court observed that the Wisconsin Act did not provide that a violation of its provisions constituted a misdemeanor, but merely declared a violation to be an unfair labor practice. The Court stated further that the act did not impair the right of the individual. He may withdraw from his employment individually, or in concert with others, and may make demands on the employer. It is his act of engaging in, promoting or inducing picketing, boycotting, or other overt acts in support of an unauthorized strike which is declared "to be an unfair labor practice."

⁹ *Hotel and Restaurant Employees' International Alliance, Local No. 122 v. Wisconsin Employment Relations Board* (294 N. W. 632).

Application of Georgia Unemployment-Compensation Law Restricted

By refusing to consider an appeal from a ruling of the Georgia Supreme Court, the United States Supreme Court sustained a decision which held unconstitutional certain provisions of the State unemployment-compensation act.¹⁰ The act provided that two or more companies under the same ownership or control could be assessed for unemployment compensation, if together they employed eight or more persons. Refusal of the Supreme Court to review this case is exceedingly important, as more than 30 States have similar provisions in their unemployment-compensation laws.

The decision of the Georgia court held these provisions of the law unconstitutional and void on the ground that they violate the equal-protection clauses of the State and Federal constitutions. The defendant company employed only five persons, but the owner of a majority of its stock also owned a majority of the stock in another corporation. Together the two corporations employed more than eight persons. In this connection the court said that if the company involved in the case was required to pay the unemployment-compensation tax, it would be carrying a tax burden from which all others, both individuals and corporations, similarly situated would be exempt. The court also ruled that a corporation retains its separate and independent character regardless of the ownership of its capital stock.



PRIVATE BANK EMPLOYEES' LAW IN ARGENTINA ¹¹

SUBSTANTIAL benefits are assured to employees of private banks in Argentina by law No. 12637, of September 10, 1940. This law establishes a scale of monthly salaries, with a schedule of required increases based on length of service, and lists the admissible causes for which employees may be dismissed.

In the future admission requirements include good health and the attainment of the age of 18 years. The law lays down as a fundamental requirement that banks have a scheme of hours and leave which links efficiency with the employees' health.

Other provisions of the law include settlement of disputes between employers and employees by conciliation and arbitration, and the establishment of allowances of 5 pesos per month for each child under 16 dependent on a bank employee.

¹⁰ *Independent Gasoline Co. v. Bureau of Unemployment Compensation* (10 S. E. (2d) 58, 61 Sup. Ct. 175).

¹¹ Data are from Boletín del Museo Social Argentino (Buenos Aires), September-October 1940: Ley de Estabilidad y Escalafón del Personal Bancario; Texto Integro.

Causes for Dismissal

Hereafter, employees of private banks may be dismissed only for the following reasons: (1) Court judgment for offenses against either the bank or a third party, or a prison sentence (but an employee absolved or granted definite suspension shall be reinstated, unless the legal pronouncement states to the contrary); (2) physical or mental incapacity; (3) chronic contagious disease constituting a risk for the personnel of the bank; (4) prolonged or repeated absences from work; (5) grave or repeated disobedience to orders or instructions, or disorderly conduct; and (6) repeated attachments of salary.

Salary Scales

The remuneration of bank personnel, up to 500 pesos per month, shall be subject to periodical increases based on the length of service and competence of the employee, so that the salary in each service period (shown in the following table) shall not be less than the minimum prescribed, and the average of salaries for each period shall not be less than the average prescribed.

Minimum and Average Rates of Pay of Bank Employees in Argentina, Under Law of September 1940, for Specified Service

[Average exchange rate of peso, September 1940=29.77 cents]

Service class	Salaried employees		Service personnel	
	Minimum salary	Average salary	Minimum salary	Average salary
	Pesos	Pesos	Pesos	Pesos
Entrance salary.....	140		120	
Salary after service of—				
2 years.....	160	170	130	140
5 years.....	175	225	140	150
10 years.....	200	250	150	165
15 years.....	225	325	160	180
20 years.....	250	375	170	200

In no cases other than those specified in this legislation may the minimum and average salaries be lower than the rates shown above except that (1) for women, a reduction of 10 percent can be made from the specified rates; (2) the minimum salaries and averages may be reduced by amounts up to 15 percent, through executive authorization, in banks or branches in the interior of the country serving the needs of the localities, and in banks whose capital is less than 1,000,000 pesos; and (3) the Executive Authority may temporarily suspend application of the scale of increases or authorize its partial and progressive application, when a bank proves a need for such action, or in times of extraordinary economic depression.

Administration

An honorary Advisory Commission is established, composed of the following members: A representative of the Central Bank of the Republic (who shall preside); two delegates from the private banks and two from the personnel of these banks, named by the Executive Authority after consultation with them; one delegate from the Ministry of Finance; and one from the National Labor Bureau. This commission, which shall hold office for 3 years and be eligible for reappointment, shall advise the Executive Authority upon the regulation of this law and upon all questions relating to the interpretation of and compliance with it, upon which decisions are requested. Within 60 days from the date of promulgation of this law, which may be extended for an equal period by the Executive Authority, that authority after consultation with the advisory commission, shall issue the regulations and create a bank tribunal (provided for in the law) to deal with complaints concerning the application of the present legislation.

Infractions of the law and its regulations are subject to fines, which will be paid into the Bank Employees' Retirement and Pension Fund.

Each bank must, either voluntarily or upon the request of the employee concerned, produce a statement in writing, including reasons, for any action taken concerning compliance with the bank-service provisions created by this law or its regulation.

Cost and Standards of Living

CHANGES IN COST OF LIVING FROM SEPTEMBER 15 TO NOVEMBER 15, 1940

THE cost of living in large cities remained practically unchanged between mid-September and mid-November. Reports to the Bureau of Labor Statistics show that living costs of moderate-income families in large cities were three-tenths of 1 percent lower on November 15 than on September 15, 1940. This decline brings the index of the cost of goods purchased by wage earners and lower-salaried workers to only one-tenth of 1 percent above the average for the 5-year period 1935-39.

At the request of the National Defense Advisory Commission, the Bureau of Labor Statistics is now calculating changes in the cost of living in 20 large cities monthly. The goods and services priced are those most important in the spending of the families of wage earners and lower-salaried workers. In preparing these indexes, the same procedure is followed as that used in preparing the quarterly indexes for 33 large cities, but the indexes for groups other than food are based on a more limited list of items than that priced quarterly, and the resulting estimates of changes in living costs in large cities are subject to revision after each quarterly pricing. An estimate of changes in all large cities in the country has been computed by combining the cost figures for each city with population weights. The weights used represent the 1930 population of the 20 metropolitan areas from which prices are being collected monthly, and proportionate shares of the population of other metropolitan areas and cities over 50,000 in each region. Monthly indexes have been prepared for October 15 and November 15, 1940.

A decline in food costs ¹ of 1.3 percent between September 15 and November 15 was accompanied by slight increases during the 2 months in all other groups of items included in the family budget.

Orders for the defense program, as well as increased civilian buying, resulted in higher prices for sheets, wool blankets, cotton work shirts, and other items of men's clothing in certain cities. Retail prices of men's work clothes are reflecting the upswing in wholesale prices.

¹ For details of changes in food costs see page 224 of this issue of the Monthly Labor Review and page 1544 of the December 1940 issue.

Between August 1939 and August 1940, work shirts at wholesale rose about 10 percent on the average throughout the country, largely as a result of advances in September and October of last year. Retail prices have been increasing irregularly during the entire period. Several cities reported higher prices for men's suits, following the advance in raw wool prices in the past months. Prices for women's silk hose declined in several cities because of the lowered raw-silk prices and the decline in the demand for silk hose with the increased sale of nylon.

Rent changes were slight in both months. In each of the 2 months, however, small increases in rents, particularly on dwellings renting for less than \$30, were reported in certain cities in which defense orders have increased—Chicago, Baltimore, and San Francisco in the month ending October 15, and Philadelphia, Los Angeles and St. Louis in the month ending November 15.

Fuel costs were higher in mid-November than in mid-September, as is usual at that time of year. Coal, coke, and fuel oil rose in a number of cities.

Prices on wool blankets and sheets have risen generally throughout the country, primarily as a result of Army orders. Other items of housefurnishings have increased in price in a number of cities, particularly living-room and dining-room furniture.

Changes in the cost of miscellaneous items were due largely to higher prices for automobiles. In the lower-price ranges, 1941 models were announced at levels from 3 to 4 percent higher than those for 1940 models. Higher prices of moving-picture admissions in several cities also contributed to the advance in the cost of the miscellaneous-items index.

Estimated percent changes from September 15 to October 15, and from October 15 to November 15, 1940, in the cost of goods purchased by wage earners and lower-salaried workers in 20 large cities, and for the large cities combined are presented, by groups of items in table 1.

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Table 2 presents estimated indices of the cost of living, as of November 15, 1940, based on average costs in the years 1935-39 as 100.

TABLE 1.—Changes in Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in Large Cities, by Groups of Items

SEPT. 15 TO OCT. 15, 1940

Geographical division and city	All items	Food	Clothing	Rent	Fuel, electricity, and ice	House-furnishings	Miscellaneous
Average, large cities	-0.2	¹ -1.0	(²)	(²)	+0.6	+0.1	+0.2
New England division:							
Boston	-0.6	-2.0	+2	(²)	+7	+3	(²)
Middle Atlantic division:							
Buffalo	-4	-1.4	+1	(²)	+3	+4	+2
New York	-9	-2.1	-4	(²)	(²)	+1	-2
Philadelphia	-1	-3	+1	(²)	+4	+3	(²)
Pittsburgh	-3	-6	+1	(²)	-1	+1	-3
East North Central division:							
Chicago	(²)	-5	+2	+0.1	+1.0	(²)	+2
Cincinnati	-8	-2.2	(²)	(²)	+3	+1	-3
Cleveland	-7	-2.7	(²)	(²)	+9	-4	+4
Detroit	+2	-5	+4	(²)	+2	+4	+9
West North Central division:							
Kansas City	+3	+7	(²)	(²)	+2.1	(²)	-4
Minneapolis	+2	+1	-1	(²)	+1	(²)	+4
St. Louis	+3	+1	(²)	(²)	+1.6	(²)	+3
South Atlantic division:							
Baltimore	-2	-1.0	+1	+2	+7	+5	+1
Savannah	+1	-2	+2	(²)	+8	+2	+3
East South Central division:							
Birmingham	+3	(²)	+2	(²)	+2.7	+3	+3
West South Central division:							
Houston	+5	+1.3	-3	(²)	-1	(²)	+5
Mountain division:							
Denver	+3	+3	(²)	-3	+4	-4	+7
Pacific division:							
Los Angeles	+2	-3	+3	(²)	(²)	-6	+7
San Francisco	+5	+3	(²)	+2	-1	-7	+1.4
Seattle	-2	-1.1	+1	(²)	+7	-4	+3

OCT. 15 TO NOV. 15, 1940

Geographical division and city	All items	Food	Clothing	Rent	Fuel, electricity, and ice	House-furnishings	Miscellaneous
Average, large cities	-0.1	¹ -0.3	(²)	(²)	+0.4	+0.2	+0.1
New England division:							
Boston	-3	-1.5	(²)	(²)	+1.6	+1.0	-1
Middle Atlantic division:							
Buffalo	(²)	+2	-0.1	(²)	+3	+3	+1
New York	+2	+4	+1	(²)	+9	+2	+1
Philadelphia	+1	+1	(²)	+0.2	+1	-3	(²)
Pittsburgh	+1	-3	-2	(²)	+1	+1	+6
East North Central division:							
Chicago	-4	-1.2	(²)	(²)	+5	+1	(²)
Cincinnati	(²)	(²)	(²)	(²)	(²)	(²)	(²)
Cleveland	-3	-1.1	(²)	(²)	+4	+6	-1
Detroit	-2	-7	(²)	(²)	+1	(²)	(²)
West North Central division:							
Kansas City	+3	+1.1	-1	(²)	(²)	+1	+1
Minneapolis	+1	+3	(²)	(²)	(²)	-5	(²)
St. Louis	-3	-7	-5	+2	(²)	-3	(²)
South Atlantic division:							
Baltimore	(²)	-1	(²)	(²)	+1	+4	(²)
Savannah	-3	-8	-1	(²)	(²)	(²)	+1
East South Central division:							
Birmingham	-1	-3	(²)	(²)	(²)	+1.0	-2
West South Central division:							
Houston	+1	+2	-1	(²)	(²)	+6	+1
Mountain division:							
Denver	(²)	-2	(²)	-1	-1	+1	(²)
Pacific division:							
Los Angeles	+5	+1.3	(²)	+3	(²)	-1	+1
San Francisco	+2	-4	(²)	+1	-1	+2	+1.0
Seattle	+1	+2	-2	(²)	+2	+4	(²)

¹ Includes 51 cities.² Increase of less than 0.05 percent.³ Estimated as no change, since leases ordinarily end in other months.⁴ Decrease of less than 0.05 percent.⁵ No change.

Table 2 presents estimated indexes of the cost of living, as of November 15, 1940, based on average costs in the years 1935-39 as 100.

TABLE 2.—Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 20 Large Cities, by Groups of Items, Nov. 15, 1940

[Average 1935-39=100]

Geographical division and city	All items	Food	Clothing	Rent	Fuel, electricity, and ice	House-furnishings	Miscellaneous
Average, large cities.....	100.1	95.9	101.6	104.7	100.3	100.6	101.7
New England division:							
Boston.....	98.5	93.5	101.0	100.6	105.6	99.0	100.7
Middle Atlantic division:							
Buffalo.....	100.9	97.4	101.0	106.5	99.8	100.1	102.0
New York.....	100.4	97.4	100.7	102.7	100.7	97.3	103.1
Philadelphia.....	98.8	93.6	101.2	103.5	98.6	102.5	101.5
Pittsburgh.....	100.6	96.3	102.4	105.8	102.8	102.3	100.8
East North Central division:							
Chicago.....	100.5	95.9	99.6	108.8	100.3	102.4	100.8
Cincinnati.....	99.1	94.5	103.7	102.2	99.0	100.4	101.1
Cleveland.....	101.2	96.7	101.8	108.0	108.9	100.3	100.4
Detroit.....	100.4	94.8	101.6	107.9	99.2	99.6	101.6
West North Central division:							
Kansas City.....	98.3	91.6	102.7	102.8	100.7	98.5	100.6
Minneapolis.....	101.1	97.5	100.8	108.0	96.8	102.7	102.1
St. Louis.....	99.7	96.3	102.3	101.7	103.0	96.4	101.6
South Atlantic division:							
Baltimore.....	99.8	95.3	101.4	104.6	100.6	102.6	101.4
Savannah.....	100.8	98.5	101.9	104.7	97.5	105.4	101.2
East South Central division:							
Birmingham.....	100.5	93.8	102.5	114.8	93.5	99.7	101.2
West South Central division:							
Houston.....	101.8	101.2	102.7	106.7	93.1	105.1	100.3
Mountain division:							
Denver.....	99.1	93.0	100.1	106.4	98.4	101.8	101.1
Pacific division:							
Los Angeles.....	101.9	98.8	103.5	106.8	95.5	100.7	102.9
San Francisco.....	101.6	97.8	102.9	103.9	91.5	101.1	105.2
Seattle.....	101.6	99.2	103.5	106.6	94.7	98.2	103.0

¹ Includes 51 cities.

NEW COST-OF-LIVING INDEX FOR CANADA

A NEW cost-of-living index based on a survey of average expenditures in the year ended September 30, 1938, of families of wage earners and low-salaried workers in Canada is now available. The survey included 1,439 families in the following urban centers: Charlottetown, St. John, Halifax, Quebec, Montreal, Ottawa, Toronto, London, Winnipeg, Saskatoon, Edmonton, and Vancouver. This index was constructed by the Dominion Bureau of Statistics with the cooperation of the Canadian Department of Labor and the Wartime Prices and Trade Board. The former official index of cost of living, based on prices in 1913, will not be continued, according to the Canadian Labor Gazette of October 1940, in which the following data are given.

The old index was based to some extent on the cost per week "of a list of staple foods, fuel, etc., entering into a family budget for which figures have been published since 1911," and was designed to represent the approximate changes in the family budget, pending a survey of the cost of living from the findings of which a comprehensive system of weighting could be worked out.

Methods Used in Constructing New Index

The new index number has been constructed by computing the cost, in terms of the prices at the beginning of each month, of selected commodities and services, using quantities for each item in proportion to the average yearly consumption per family as determined in the cost-of-living survey. For each class of commodities the list contains a number of representative staple articles ordinarily used, for which dependable and comparable prices can be secured each month in the year.

It must be remembered that the new index shows fluctuations in the cost of a fixed level of living. In this measurement no consideration can be given to varying living planes resulting from changes caused by economic conditions, namely, shifts in income or direct taxation or changes in the ages and numbers of the persons constituting the family group.

After a careful analysis of the 1931 urban census returns relating to family composition, conjugal conditions of heads of families, earnings, racial origin, etc., it was decided to include in the cost-of-living survey only such families as are defined below:

1. All families to have husband and wife living in the home as joint heads with from one to five children.
2. All families to have been completely self-supporting during the survey year, with family earnings ranging from \$450 to \$2,500 during that period.
3. All families to be living in self-contained dwelling units, not sharing either kitchen or bathroom facilities with other families.

The 1,439 families for which records were collected averaged 4.6 persons, and the majority had 2 or 3 children. Family earnings in many cases were supplemented by other small sources of income, and total family incomes between \$1,200 and \$1,600 were the most common. There were approximately 2 tenant families to every home-owning family, and about 1 family in 3 operated a motor-car.

In selecting 1935-39 as a base, the Dominion Bureau of Statistics had to take into consideration many types of indexes other than price indexes. Among them were the industrial-production, employment, and car-loadings series. It was not easy to find a recent 12-month period which would constitute a widely satisfactory reference level. For both industrial production and prices 1935-39 provided a period of fluctuation "which tended to minimize differences in the base levels of various series relative to earlier periods." Although the last 4 months of 1939 were influenced by the war's outbreak, industrial activity and prices had not reacted sufficiently during those months to affect materially a 5-year average. It was felt that the 1935-39 base was representative not only of pre-war conditions but also provided a reference level for the comparison of average conditions prevailing after the upswing from 1933.

Acting upon a recommendation by the United States Central Statistical Board, the United States Bureau of Labor Statistics has already adopted the 1935-39 base period for its cost-of-living index, and the Federal Reserve Board and Federal Departments concerned with statistical time series also have taken this step or announced their intention of doing so. There are definite advantages in direct comparability between Canadian and United States index-number data.

In constructing the new Canadian index, the average price of each item in the cities included in the computation at the beginning of the month was multiplied by the average quantity purchased per family in 12 months, as disclosed by the survey. The cost of the items in each group of the family budget was then found, and a group index calculated by computing the percent of change from the average cost of the group in the 1935-39 period. The group indexes were then weighted in accordance with their importance in the average group expenditure of the families included in the study, shown in table 1.

The groups in the following table are the same as those used in the old index numbers, except that another group "home furnishings" has been added, and the other items in the old group "sundries" have been placed in the "miscellaneous" group.

TABLE 1.—*Urban Wage-Earner Family, Annual Living Expenditures in Canada, Year Ending September 30, 1938*

Budget groups	Average expenditure	Percentage distribution
Total expenditure.....	\$1,413.8	100.0
Food.....	443.0	31.3
Shelter.....	269.5	19.1
Fuel and light.....	90.5	6.4
Clothing.....	165.8	11.7
Home furnishings.....	125.7	8.9
Miscellaneous.....	319.4	22.6
Health.....	60.8	4.3
Personal care.....	23.9	1.7
Transportation.....	79.3	5.6
Recreation.....	82.1	5.8
Life insurance.....	73.3	5.2

¹ Directly represented in the index. Other miscellaneous outlay brought total family living expenditure to \$1,453.80.

New Indexes

The new index has been computed, by months, back to January 1935, as shown in table 2.

TABLE 2.—New Series of Canadian Bureau of Statistics Cost-of-Living Index Numbers, 1935-40

Month and year	Index numbers (1935-39=100.0)						
	Total	Food	Rent	Fuel and lighting	Clothing	Home furnishings	Miscellaneous
1935.....	96.2	94.6	94.0	100.9	97.6	95.4	98.7
1936.....	98.1	97.8	96.1	101.5	99.3	97.2	99.1
1937.....	101.2	103.2	99.7	98.9	101.4	101.5	100.1
1938.....	102.2	103.8	103.1	97.7	100.9	102.4	101.2
1939.....	101.5	100.6	103.8	101.2	100.7	101.4	101.4
1939:							
January.....	101.1	99.9	103.4	101.0	100.2	101.7	101.1
February.....	100.7	98.7	103.4	101.0	100.2	101.7	101.1
March.....	100.6	98.5	103.4	100.4	99.9	101.2	101.1
April.....	100.6	98.3	103.4	100.4	99.9	101.1	101.4
May.....	100.6	98.2	103.8	100.2	99.9	101.1	101.4
June.....	100.5	98.1	103.8	99.8	100.1	101.0	101.3
July.....	100.8	99.0	103.8	99.3	100.1	100.9	101.3
August.....	100.8	99.3	103.8	99.0	100.1	100.9	101.3
September.....	100.8	99.4	103.8	98.9	99.6	100.8	101.3
October.....	103.5	106.3	104.4	104.4	99.6	101.0	101.7
November.....	103.8	107.1	104.4	105.3	99.6	101.0	101.9
December.....	103.8	104.7	104.4	105.4	103.3	104.1	102.0
1940:							
January.....	103.8	104.5	104.4	105.5	103.3	104.3	101.8
February.....	103.8	104.5	104.4	105.8	103.3	104.3	101.9
March.....	104.6	104.8	104.4	105.7	107.8	105.9	101.9
April.....	104.6	104.8	104.4	105.9	107.8	106.1	101.8
May.....	104.9	104.4	106.9	106.1	107.8	106.2	101.8
June.....	104.9	103.8	106.9	106.0	109.1	106.5	101.8
July.....	105.6	105.3	106.9	107.9	109.1	106.9	102.2
August.....	105.9	105.4	106.9	108.4	109.1	106.9	103.0
September.....	106.4	105.4	106.9	108.5	112.4	108.9	102.8

The items included in the index groups and the basis of price reporting are given in table 3.

TABLE 3.—Price Reporting Basis of the Revised Dominion Bureau of Statistics Cost-of-Living Index

Budget group and subgroup	Frequency of reports	Number of cities represented	Number of reports received
Food.....	Monthly.....	69	1,600
Rentals.....	May and October.....	61	200
Fuel:			
Coal.....	Monthly.....	58	330
Coke.....	do.....	26	200
Gas.....	do.....	16	16
Electricity.....	do.....	109	109
Clothing and home furnishings.....	do.....	11	24
Miscellaneous:			
Medicine.....	Semiannually.....	23	82
Carfare.....	Monthly.....	18	18
Theater admissions.....	do.....	23	1
Insurance.....	Annually.....	(1)	11
Tobacco.....	When prices change.....	(1)	1
Newspapers.....	Monthly.....	22	43
Periodicals.....	Annually.....	(1)	6
Doctor.....	do.....	22	103
Dentist.....	do.....	37	61
Hospital.....	do.....	23	57
Laundry.....	do.....	23	76
Cleaning supplies.....	Monthly.....	23	347
Barbers' fees.....	do.....	23	85
Toilet articles.....	Quarterly.....	23	82
Telephones.....	Monthly.....	23	23
Motor operating costs.....	do.....	23	15

¹ All Canada.

Table 4 gives cost-of-living indexes from 1913 to 1934, calculated on the new base. For these years home furnishings are included in the miscellaneous group.

TABLE 4.—Canadian Bureau of Statistics Index Number of Cost of Living, 1913 to 1934

[Former series on base 1926=100 converted to base 1935-39=100]

Year	Index numbers (1935-39=100.0)					
	Total	Food	Rent	Fuel and lighting	Clothing	Home furnishings and miscellaneous
1913.....	79.7	88.3	74.3	76.9	88.0	70.3
1914.....	80.0	91.9	72.1	75.4	88.9	70.3
1915.....	81.6	92.7	69.9	73.8	96.8	70.9
1916.....	88.3	103.3	70.6	75.4	110.8	74.5
1917.....	104.5	133.3	75.8	83.8	130.3	81.5
1918.....	118.3	152.8	80.2	92.2	152.3	91.4
1919.....	130.0	163.3	87.6	100.7	175.1	101.2
1920.....	150.5	188.1	100.2	119.9	213.1	110.3
1926.....	121.8	133.3	115.9	116.8	139.1	106.1
1929.....	121.7	134.7	119.7	112.6	134.8	105.0
1930.....	120.8	131.5	122.7	111.8	130.6	105.4
1931.....	109.1	103.1	119.4	110.0	114.3	103.3
1932.....	99.0	85.7	109.7	106.8	100.6	100.4
1933.....	94.4	84.9	98.6	102.5	93.3	98.2
1934.....	95.7	92.5	92.8	102.5	96.9	97.7

Labor Organizations

BRITISH TRADES-UNION CONGRESS, 1940 ¹

AT THE seventy-second meeting of the British Trades-Union Congress in October 1940, much of the discussion dealt with matters arising out of the European war. The organization had a membership of approximately 4,867,000 at the end of 1939,² and the total number of delegates appointed to attend the 1940 sessions was 645. Mr. W. Holmes, chairman of the general council, presided over the recent meeting.

A special resolution was adopted reaffirming the resolve of the congress to continue the struggle against the aggressor nations. The measures taken by the general council to safeguard the interests of trade-unionists, to enlist the active cooperation of the organized workers through their unions, and to make the fullest use of the country's manpower and industrial equipment, were approved. Appreciation was expressed of the council's efforts to obtain greater recognition of the trade-unions' right to represent the working people in all matters affecting industry and their conditions of life and labor. Respect was paid to those who, in daily hazard of their lives, have maintained the national defenses and communications against incessant enemy attacks, and sympathy was expressed with the victims of enemy attack. The congress called for the provision of adequate shelters against air raids, for arrangement to meet the needs of those left homeless and without resources in bombed areas, and for the organization by the British Government of arrangements for the safety and comfort of persons forced to seek shelter outside their homes.

The congress called for the repeal of the Trades Disputes and Trade-Unions Act of 1927,³ the consensus being that the unions could best cooperate with and assist the Government if they were unfettered in their methods of functioning. The "restrictive" character of this law is regarded by organized labor as particularly undesirable at this

¹ Data are from Great Britain, Ministry of Labor Gazette, London, October 1940; *The Land Worker*, London, November 1940; and report of Herschel V. Johnson, Chargé d'Affaires a. l., American Embassy, London.

² See p. 156 for total trade-union membership, i. e., number affiliated with the Trades-Union Congress plus nonaffiliated members.

³ For information on this law see the *Monthly Labor Review*, May and October, 1927.

time, as the unions are cooperating fully with the Government. Therefore the general council was instructed to approach the Government with the object of securing the immediate introduction of legislation which would place the unions in a legal position no less favorable than that existing before enactment of the law in 1927.

Several matters directly related to war service were dealt with, such as the allowances to men in the armed forces and their dependents, treatment of conscientious objectors, and the substitution of blinds for permanent black-out arrangements in workshops in order to avoid the harmful effects on the health of workers. Resolutions were adopted regarding liberalized social-insurance payments, reform in the workmen's compensation legislation, and protection of young children in wartime. The congress also looked ahead to the preparation of plans to deal with the effects of reduced armament production after the war.

Mr. Ernest Bevin, Minister of Labor and National Service, a trade-unionist himself, appealed for every possible effort to expedite production of essential armaments and equipment, in order to shorten the war.

Sir Walter Citrine, the general secretary of the congress, spoke in defense of the policy of continuing work during air raids until the last possible moment. Although he acknowledged criticism of the system of maintaining, on factory roofs, spotters of enemy airplanes, inadequate protection, and charges of exploitation of workers under this system, he stated that production must be maintained. He added that the present system does not preclude mishaps but is the best which human ingenuity has been able to devise and urged a "cordial but watchful" attitude toward the Government.

In his presidential address, Mr. Holmes endorsed further aid and compensation to those made destitute and homeless by bombing, better air-raid shelter, an organized system of mobile canteens, and proper sanitation and hygiene. He referred to the establishment of a minimum wage for agricultural workers⁴ as a symbol of the higher status achieved by the unions for the working people, describing it as an act of social justice and a recognition of the vitally important place of farm workers in a balanced economy. In the role of rebuilding after the war, Mr. Holmes believes the contribution of the trade-union movement will be even greater than in the effective organization of the nation's war effort.

⁴ For a statement on the minimum wage in agriculture see *Monthly Labor Review*, August 1940.

TRADE-UNION MEMBERSHIP IN GREAT BRITAIN AND NORTHERN IRELAND ¹

TRADE-UNION membership increased by 3 percent in Great Britain and Northern Ireland from the end of 1938 to the end of 1939. According to statistics compiled by the British Ministry of Labor regarding registered and unregistered organizations, the total membership—including members in branches overseas—was 6,234,000 on December 31, 1939. The total excludes members of organizations with headquarters outside of Great Britain and Northern Ireland.

Membership of Trade-Unions in Great Britain and Northern Ireland at the End of 1938 and 1939 ¹

Industry group of trade-unions ²	Number of trade-unions at end of 1939	Membership of all trade-unions at end of—						Percent of increase or decrease in membership at end of 1939 compared with end of 1938		
		1939			1938			Males	Females	Total
		Males	Females	Total	Males	Females	Total			
All groups	1, 007	5, 258, 018	975, 538	6, 233, 556	5, 127, 013	925, 346	6, 052, 359	+2.6	+5.4	+3.0
Agriculture, horticulture, etc.	1	49, 234	835	50, 069	46, 208	735	46, 943	+6.5	+13.6	+6.7
Coal mining	88	704, 590	2, 422	707, 012	702, 053	2, 003	704, 056	+4	+20.9	+4
Pottery and glass	13	14, 277	17, 841	32, 118	15, 878	16, 987	32, 865	-10.1	+5.0	-2.3
Metals, machines, conveyances, etc.	87	927, 538	8, 587	936, 125	844, 761	7, 705	852, 466	+9.8	+11.4	+9.8
Cotton (preparing, spinning, and manufacturing)	162	86, 553	162, 341	248, 894	94, 819	161, 749	256, 568	-8.7	+4	-3.0
Other textile	97	93, 614	77, 051	170, 665	92, 495	75, 217	167, 712	+1.2	+2.4	+1.8
Boot and shoe	6	65, 796	35, 146	100, 942	64, 649	33, 477	98, 126	+1.8	+5.0	+2.9
Tailoring and other clothing	12	35, 521	86, 929	122, 450	32, 905	72, 429	105, 334	+8.0	+20.0	+16.2
Paper, printing, etc.	25	170, 985	53, 203	224, 188	167, 844	51, 363	219, 207	+1.9	+3.6	+2.3
Building, woodworking, and furniture manufacture, public works contracting, etc. ³	60	412, 937	7, 168	420, 105	400, 588	5, 742	406, 330	+3.1	+24.8	+3.4
Railway service	7	461, 076	8, 957	470, 033	478, 723	8, 356	487, 079	-3.7	+7.2	-3.5
Water transport	11	73, 416	861	74, 277	74, 242	927	75, 169	-1.1	-7.1	-1.2
Other transport (road, dock, etc.) and general labor	18	1, 134, 886	84, 025	1, 218, 911	1, 118, 709	73, 589	1, 192, 298	+1.4	+14.2	+2.2
Commerce and distribution ⁴	11	198, 916	85, 871	284, 787	196, 794	82, 415	279, 209	+1.1	+4.2	+2.0
Banking and insurance	20	80, 811	11, 422	92, 233	84, 871	10, 971	95, 842	-4.8	+4.1	-3.8
National Government	246	340, 384	87, 413	427, 797	319, 716	81, 273	400, 989	+6.5	+7.6	+6.7
Local government ⁵	32	183, 959	49, 694	233, 653	173, 977	48, 079	222, 056	+5.7	+3.4	+5.2
Teaching	25	88, 551	160, 880	249, 431	88, 923	161, 309	250, 232	-4	-3	-4
Entertainments and sport	14	27, 634	9, 203	36, 837	26, 371	8, 255	34, 626	+4.8	+11.5	+6.4
All other groups	72	107, 340	25, 689	133, 029	102, 487	22, 675	125, 162	+4.7	+13.3	+6.3

¹ All figures for 1939, given in this article, are provisional and subject to slight revision. The figures previously published in respect of earlier years have been revised as necessary, in accordance with the latest information. The subdivision of the total membership into male and female is not exact, as estimates have been made for some trade-unions which are unable to state precisely the number of males and of females among their membership.

² In the case of certain large unions, the membership of which is spread over a variety of industries, the whole membership has been included under "Other transport and general labor" or "Commerce and distribution."

³ The figures given for this group exclude considerable numbers of workpeople who are classified under "Other transport and general labor." (See footnote 2.)

⁴ Including a union (with a membership of over 190,000 in 1939) which in addition to a large representation in the distributive trades, has members in many other industries, including soap, paint and varnish, fine chemical, seed crushing, clothing, food, tobacco, transport, etc.

⁵ Great Britain. Ministry of Labor Gazette, London, October 1940.

The number of unions declined from 1,023 in 1938 to 1,007 in 1939. In this 1 year, 21 unions with a membership of 2,100 were reported dissolved; 6 with 4,600 members ceased to exist as separate units, having amalgamated with other unions; and 11 new units having 4,800 members were formed. Of 1,007 unions, 21 had headquarters in Northern Ireland at the end of 1939.

Female unionists increased by 5.4 percent from 1938 to 1939, as compared with a 2.6-percent rise for males and a 3.0-percent gain for all members.

Some persons included in the table are members of more than one union and are therefore counted more than once. However the Ministry of Labor states that the resulting duplication is relatively small, being estimated at about 25,000 to 30,000. Many unions have members in a number of industries, but they are included in the group with which the majority is believed to be connected in each case. The "other transport and general labor" group (including the members of the Transport and General Workers' Union and the National Union of General and Municipal Workers, which have members in a wide variety of industries) accounts for 1,200,000 members. Another 900,000 were in the "metals, machines, conveyances, etc.," group and there were 700,000 in coal mining. These three groups made up 45 percent of the trade-union membership in 1939.

The greatest proportionate increases in membership from 1938 to 1939 were in tailoring and other clothing and in metals, machines, conveyances, etc. Slight decreases occurred in the railway service, cotton, and banking and insurance groups.

Over the 10 years from 1929 to 1939, trade-unionists increased in number from 4,858,000 to 6,234,000. Declines in membership were shown in each year from 1930 through 1933. Beginning with 1934 membership increased annually, but the rate of annual expansion in 1938 and 1939—3 percent in each year—was considerably slower than in the preceding 4 years. The greatest 1-year rise in this period—10 percent—occurred from 1936 to 1937. Membership in 1939 was about three-fourths that in the peak year 1920.

Industrial Disputes

TREND OF STRIKES

THERE were fewer strikes in November 1940 than in the preceding month of October. According to preliminary estimates the number of strikes in November declined 15 percent to 200, the number of workers involved declined about 3 percent to 63,000, and the number of man-days idle because of strikes declined 22 percent to 660,000.

*Trend of Strikes, 1933 to November 1940*¹

Year and month	Number of strikes—					Workers involved in strikes—		Man-days idle during month or year
	Continued from preceding month	Beginning in month or year	In progress during month	Ended in month	In effect at end of month	Beginning in month or year	In progress during month	
1933.....		1,695				1,168,272		16,872,128
1934.....		1,856				1,466,695		19,591,949
1935.....		2,014				1,117,213		15,456,337
1936.....		2,172				788,648		13,901,956
1937.....		4,740				1,800,621		28,424,857
1938.....		2,772				688,376		9,148,273
1939.....		2,613				1,170,962		17,812,219
<i>1939</i>								
January.....	120	203	323	184	139	51,150	72,427	513,460
February.....	139	204	343	204	139	68,252	88,267	553,138
March.....	139	210	349	199	150	43,337	64,660	618,147
April.....	150	281	431	255	176	396,166	425,748	4,902,238
May.....	176	258	434	272	162	95,239	457,407	3,547,868
June.....	162	245	407	269	138	62,534	127,474	958,127
July.....	138	251	389	216	173	175,542	211,548	1,168,382
August.....	173	275	448	272	176	79,670	118,772	1,101,419
September.....	176	197	373	222	151	36,846	103,538	892,485
October.....	151	205	356	217	139	106,628	139,608	1,508,120
November.....	139	178	317	201	116	43,239	130,341	1,664,574
December.....	116	106	222	128	94	12,350	37,122	384,261
<i>1940</i>								
January.....	94	118	212	120	92	25,189	39,536	239,217
February.....	92	153	245	134	111	28,613	36,974	284,616
March.....	111	161	272	173	99	22,104	42,711	381,083
April.....	99	209	308	196	112	39,114	52,376	439,287
May.....	112	218	330	225	105	51,725	75,724	660,242
June.....	105	182	287	172	115	35,690	52,946	464,476
July.....	115	199	314	192	122	60,997	78,678	551,523
August.....	122	193	315	203	112	59,016	85,786	679,215
September.....	112	210	322	198	124	66,574	107,614	768,184
October.....	124	235	359	219	140	65,000	95,000	850,000
November ¹	140	200	340	205	135	63,000	98,000	660,000

¹ Strikes involving fewer than 6 workers or lasting less than 1 day are not included in this table nor in the following tables. Notices or leads regarding strikes are obtained by the Bureau from more than 650 daily papers, labor papers, and trade journals, as well as from all Government labor boards. Letters are written to representatives of parties in the disputes asking for detailed and authentic information. Since answers to some of these letters have not yet been received, the figures given for the late months are not final. This is particularly true with regard to figures for the last 2 months, and these should be considered as preliminary estimates.

There were no extremely large strikes in November—the largest being a day's strike of about 8,500 workers at the Briggs Manufacturing Co. in Detroit, Mich.

Compared with November a year ago the estimates for November 1940 indicate increases of 12 percent in number of strikes and 46 percent in number of workers involved, but a decrease of 60 percent in the amount of idleness due to strikes. The amount of idleness in November 1939 was comparatively great because of the Chrysler dispute in Detroit which had continued from October.

The figures given in the foregoing table for October and November 1940 are preliminary estimates based principally on newspaper information. An analysis of strikes in each of these months, based on detailed and verified information, will appear in subsequent issues of the Monthly Labor Review.



STRIKES IN SEPTEMBER 1940 ¹

STRIKE activity in September 1940 was at a higher level than in any preceding month of the year, measured in terms of number of workers involved and the amount of idleness resulting. The Bureau has received detailed information on 210 strikes which began in September, involving over 66,000 workers. These strikes, together with 112 which continued into September from preceding months, made a total of 322 strikes in progress during the month, which resulted in 768,000 man-days of idleness. The largest strike in the month was at the plant of the Celanese Corporation of America in Cumberland, Md. This strike involved about 8,500 workers and lasted from September 17 to September 30.

The industry groups having the largest number of strikes in September were lumber and allied products (27) and textiles (26). There were 14 each in 5 industry groups, namely, iron and steel, machinery manufacturing, food, transportation and communication, and trade. The largest number of workers involved (10,425) was in the transportation-equipment manufacturing industry. This was due principally to a strike of about 6,300 workers at the Fisher Body plant No. 1 in Flint, Mich., which began September 9 and was settled a day later. Another large strike in this group involved about 3,000 workers at the Bethlehem Steel Co.'s shipbuilding plant at Sparrows Point, Md., from September 19 to October 7. Other industry groups having large numbers of workers involved were textiles (9,383), chemicals and allied products (9,368), and lumber and allied products (8,918). The largest amount of idleness because of strikes during September, measured in terms of man-days, occurred in the following

¹ Detailed information on a few strikes has not yet been received. (See footnote to preceding table.) Data on missing strikes will be included in the annual report.

industry groups: Building and construction (138,817), machinery manufacturing (136,878), textiles (93,080), and chemicals and allied products (92,465).

TABLE 1.—*Strikes in September 1940, by Industry*

Industry	Beginning in September		In progress during September		Man-days idle during September
	Number	Workers involved	Number	Workers involved	
All industries	210	66,574	322	107,614	768,184
Iron and steel and their products, not including machinery	14	6,797	20	10,274	39,566
Blast furnaces, steel works, and rolling mills	6	5,805	8	8,514	18,867
Forgings, iron and steel	3	473	3	473	1,092
Steam and hot-water heating apparatus and steam fittings			1	150	3,000
Wire and wire products	1	153	2	183	2,742
Other	4	366	6	954	13,865
Machinery, not including transportation equipment	14	4,717	31	10,842	136,878
Agricultural implements			1	81	1,620
Electrical machinery, apparatus, and supplies	4	836	9	4,713	75,714
Engines, turbines, tractors, and water wheels	1	531	1	531	6,372
Foundry and machine-shop products	3	519	11	2,328	29,065
Machine tools (power driven)	1	74	1	74	296
Radios and phonographs	2	1,296	2	1,296	2,770
Other	3	1,461	6	1,819	21,041
Transportation equipment	6	10,425	10	10,577	31,998
Automobiles, bodies and parts	6	7,225	8	7,377	18,598
Shipbuilding	2	3,200	2	3,200	13,400
Nonferrous metals and their products	6	613	12	2,146	32,284
Brass, bronze, and copper products	1	109	1	109	545
Jewelry			1	405	8,100
Lighting equipment	3	93	3	93	393
Silverware and plated ware	1	145	2	575	9,470
Smelting and refining—copper, lead, and zinc	1	180	1	180	540
Stamped and enameled ware			1	138	1,700
Other	2	86	3	646	11,536
Lumber and allied products	27	8,918	43	11,080	40,979
Furniture	13	1,074	19	1,439	12,168
Millwork and planing	2	3,116	4	3,311	1,801
Sawmills and logging camps	7	3,875	12	4,505	14,068
Other	5	853	8	1,825	12,942
Stone, clay, and glass products	6	1,067	13	1,918	16,536
Brick, tile, and terra cotta	2	98	4	194	1,418
Cement	1	60	2	410	1,830
Glass	2	866	3	892	6,041
Pottery			1	142	2,840
Other	1	43	3	280	4,407
Textiles and their products	26	9,383	36	11,973	93,080
Fabrics:					
Carpets and rugs	1	1,200	1	1,200	2,538
Cotton goods	3	2,186	3	2,186	17,832
Dyeing and finishing textiles	5	2,056	5	2,056	12,572
Silk and rayon goods	1	50	3	974	13,305
Woolen and worsted goods	2	661	2	661	2,227
Other			4	814	9,142
Wearing apparel:					
Clothing, women's	7	1,337	7	1,337	4,990
Hosiery	5	1,474	7	1,780	16,390
Knit goods	2	419	3	447	1,821
Other			1	518	12,263
Leather and its manufactures	5	804	6	974	11,810
Boots and shoes	2	291	3	461	5,066
Leather	2	297	2	297	6,096
Other leather goods	1	216	1	216	648
Food and kindred products	14	3,575	17	3,962	20,537
Baking	4	164	5	195	1,318
Beverages	1	22	1	22	22
Canning and preserving	4	2,844	5	3,168	13,283
Flour and grain mills	2	124	2	124	556
Slaughtering and meat packing	2	409	3	438	5,298
Other	1	15	1	15	60

TABLE 1.—*Strikes in September 1940, by Industry—Continued*

Industry	Beginning in September		In progress during September		Man-days idle during September
	Number	Workers involved	Number	Workers involved	
Tobacco manufactures			1	2,700	13,500
Cigars.....			1	2,700	13,500
Paper and printing	4	310	8	528	5,712
Boxes, paper.....	3	202	5	363	4,953
Paper and pulp.....	1	108	1	108	324
Printing and publishing: Book and job.....			1	15	15
Other.....			1	42	420
Chemicals and allied products	8	9,368	9	9,425	92,465
Explosives.....	1	124	1	124	1,240
Fertilizers.....	1	27	1	27	27
Paints and varnishes.....	3	289	3	289	2,887
Rayon and allied products.....	1	8,500	1	8,500	85,000
Other.....	2	428	3	485	3,311
Rubber products	2	60	6	1,000	3,047
Other rubber goods.....	2	60	6	1,000	3,047
Miscellaneous manufacturing	7	984	14	2,546	19,370
Broom and brush.....	1	271	1	271	1,355
Furriers and fur factories.....	2	103	4	141	799
Other.....	4	590	9	2,134	17,216
Extraction of minerals	3	2,488	5	3,478	13,599
Coal mining, anthracite.....	2	2,482	2	2,482	8,298
Coal mining, bituminous.....			1	945	4,149
Other.....	1	6	2	51	1,152
Transportation and communication	14	2,407	22	3,515	23,732
Water transportation.....	3	473	5	1,357	9,479
Motortruck transportation.....	4	1,277	8	1,380	8,104
Motorbus transportation.....	4	469	4	469	2,845
Taxicabs and miscellaneous.....	3	188	5	309	3,304
Trade	14	2,094	20	2,571	13,093
Wholesale.....	4	515	6	547	5,172
Retail.....	10	1,579	14	2,024	7,921
Domestic and personal service	9	311	13	449	3,172
Hotels, restaurants, and boarding houses.....	5	124	8	248	2,275
Personal service, barbers, beauty parlors.....	2	61	2	61	61
Laundries.....	1	26	1	26	156
Dyeing, cleaning, and pressing.....			1	14	280
Elevator and maintenance workers (when not attached to specific industry).....	1	100	1	100	400
Professional service	5	146	6	186	1,554
Recreation and amusement.....	5	146	6	186	1,554
Building and construction	12	1,047	18	16,296	138,817
Buildings, exclusive of PWA.....	7	816	10	15,994	137,515
All other construction (bridges, docks, etc., and PWA buildings).....	5	231	8	302	1,302
Agriculture and fishing	3	859	3	859	14,027
Agriculture.....	1	84	1	84	252
Fishing.....	2	775	2	775	13,775
Other nonmanufacturing industries	7	218	9	315	2,428

There were 39 new strikes in New York in September, or more than double the number in any other State. Pennsylvania had 18, New Jersey 15, and California 14. Five strikes beginning in September extended across State lines. All of these were small, none of them involving as many as 200 workers. Maryland had the largest number of workers (11,605) involved in strikes beginning in September, principally because of the two disputes mentioned previously—the

Celanese strike at Cumberland and the stoppage of shipyard workers at Sparrows Point. Other States having large numbers of workers involved were Michigan (8,165), Washington (6,803), and New York (6,261). States with the most man-days of idleness because of local strikes during September were Maryland (98,000), New York (75,000), Pennsylvania (57,000), and California (52,000). There were about 130,000 man-days of idleness during September because of strikes extending into two or more States. This was due principally to the strike of about 15,000 painters (largely in New York), which began August 26 and continued until September 26.

TABLE 2.—*Strikes in September 1940, by States*

State	Beginning in September		In progress during September		Man-days idle during September
	Number	Workers involved	Number	Workers involved	
All States.....	210	66,574	322	107,614	768,184
Alabama.....	3	40	5	216	2,368
Arkansas.....	1	30	1	30	90
California.....	14	5,840	23	7,159	51,889
Connecticut.....	1	1,200	2	1,800	12,138
Delaware.....	1	34	1	34	102
Florida.....	4	478	6	3,192	17,800
Georgia.....	1	175	2	323	3,135
Illinois.....	9	709	13	1,848	7,172
Indiana.....	6	1,306	11	2,375	29,282
Iowa.....	4	363	5	377	2,426
Kentucky.....	4	366	5	391	1,667
Louisiana.....	5	962	5	962	10,847
Maine.....	2	352	2	352	743
Maryland.....	4	11,605	4	11,605	97,773
Massachusetts.....	12	2,529	18	3,618	26,413
Michigan.....	13	8,165	16	8,827	38,839
Minnesota.....	3	1,483	5	1,982	27,428
Missouri.....	5	488	12	2,308	31,751
Montana.....			1	25	225
Nebraska.....	1	6	1	6	6
New Jersey.....	15	3,915	24	5,214	34,427
New York.....	39	6,261	57	9,872	74,803
North Carolina.....	2	215	2	215	1,865
North Dakota.....	1	21	2	37	390
Ohio.....	11	3,063	19	3,819	22,471
Oklahoma.....	2	62	2	62	174
Oregon.....	2	330	3	435	4,500
Pennsylvania.....	18	5,989	26	10,950	57,279
Rhode Island.....	2	563	3	968	9,226
South Carolina.....	2	2,140	2	2,140	17,740
Tennessee.....	1	28	2	76	304
Texas.....	1	100	4	193	1,508
Virginia.....	1	92	2	133	976
Washington.....	10	6,803	15	8,164	21,388
West Virginia.....	3	301	5	469	4,717
Wisconsin.....	2	88	8	1,200	24,211
Interstate.....	5	472	8	16,237	130,111

Of the 210 strikes which began in September, 58 percent involved fewer than 100 workers each, about 35 percent involved from 100 up to 1,000 workers, and 7 percent involved over 1,000 workers each. In two of the strikes in the latter group, over 5,000 workers were involved.

These were the Celanese Corporation stoppage at Cumberland, Md., and the strike in the Fisher Body plant at Flint, Mich. There were no strikes during the month in which as many as 10,000 workers were involved. The average number of workers in the 210 strikes beginning in September was 317.

TABLE 3.—*Strikes Beginning in September 1940, Classified by Number of Workers Involved*

Industry group	Total	Number of strikes in which the number of workers involved was—					
		6 and under 20	20 and under 100	100 and under 500	500 and under 1,000	1,000 and under 5,000	5,000 and under 10,000
All industries.....	210	36	86	60	14	12	2
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	14		5	7	1	1	
Machinery, not including transportation equipment.....	14		6	4	2	2	
Transportation equipment.....	8	1		5		1	1
Nonferrous metals and their products.....	8	1	4	3			
Lumber and allied products.....	27	4	11	9	1	2	
Stone, clay, and glass products.....	6	1	3	1	1		
Textiles and their products.....	26	1	8	10	4	3	
Leather and its manufactures.....	5	1	1	3			
Food and kindred products.....	14	3	7	2	1	1	
Paper and printing.....	4		3	1			
Chemicals and allied products.....	8		4	3			1
Rubber products.....	2	1	1				
Miscellaneous manufacturing.....	7		5	2			
<i>Nonmanufacturing</i>							
Extraction of minerals.....	3	1		1		1	
Transportation and communication.....	14	3	4	5	2		
Trade.....	14	9	3	1		1	
Domestic and personal service.....	9	3	5	1			
Professional service.....	5	2	3				
Building and construction.....	12	3	6	2	1		
Agriculture and fishing.....	3		2		1		
Other nonmanufacturing industries.....	7	2	5				

Nearly half of the strikes beginning in September were due to disputes over union-organization matters, 34 percent to wage and hour disputes, and about 17 percent to miscellaneous matters—sympathy, jurisdiction, rival union or factional disputes, and various grievances such as objection to certain foremen, increased work load, irregular payment of wages, and transfer of operations to another city. About 46 percent of the workers involved in strikes beginning in the month were in the disputes over union-organization matters. This group included the employees of the Celanese Corporation plant in Cumberland, Md., who struck following disagreement over the discharges and lay-offs of several union members. Nearly 31 percent of the workers involved were in the disputes over wage and hour issues, the majority demanding wage increases. Among the latter were the workers in the sawmills in Tacoma, Wash., and vicinity, who demanded a 7½ cents-per-hour wage increase and vacations with pay. (See table 4.)

TABLE 4.—Major Issues Involved in Strikes Beginning in September 1940

Major issue	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	210	100.0	66,574	100.0
Wages and hours.....	71	33.8	20,423	30.7
Wage increase.....	56	26.6	14,137	21.2
Wage decrease.....	6	2.9	650	1.0
Wage increase, hour decrease.....	7	3.3	3,775	5.7
Wage decrease, hour increase.....	1	.5	1,800	2.7
Hour increase.....	1	.5	61	.1
Union organization.....	104	49.5	30,509	45.8
Recognition.....	18	8.6	1,351	2.0
Recognition and wages.....	27	12.9	8,602	12.9
Recognition, wages, and hours.....	24	11.4	2,000	3.0
Closed or union shop.....	17	8.1	3,114	4.7
Discrimination.....	11	5.2	13,574	20.4
Strengthening bargaining position.....	3	1.4	868	1.3
Other.....	4	1.9	1,000	1.5
Miscellaneous.....	35	16.7	15,642	23.5
Sympathy.....	3	1.4	437	.7
Rival unions or factions.....	6	2.9	6,724	10.1
Jurisdiction ¹	3	1.4	548	.8
Other.....	22	10.5	7,870	11.8
Not reported.....	1	.5	63	.1

¹ It is probable that the figures here given do not include all jurisdictional strikes. Due to the local nature of these disputes, it is difficult for the Bureau to find out about all of them.

TABLE 5.—Duration of Strikes Ending in September 1940

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than one-half month	One-half and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	198	78	47	35	26	5	7
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	10	6		2	1	1	
Machinery, not including transportation equipment.....	15	5	2	3	5		
Transportation equipment.....	6	4	1				1
Nonferrous metals and their products.....	7	3	3	1			
Lumber and allied products.....	27	12	6	3	2	2	2
Stone, clay, and glass products.....	7	1	2	3			1
Textiles and their products.....	24	12	1	6	2	2	1
Leather and its manufactures.....	4	1	2	1			
Food and kindred products.....	11	7		3	1		
Tobacco manufactures.....	1		1				
Paper and printing.....	7		4	1	1		1
Chemicals and allied products.....	3	1	1		1		
Rubber products.....	3		3				
Miscellaneous manufacturing.....	8	1	1	1	5		
<i>Nonmanufacturing</i>							
Extraction of minerals.....	2		1	1			
Transportation and communication.....	17	7	7	2	1		
Trade.....	13	6	3	1	3		
Domestic and personal service.....	7	2	3		1		1
Professional service.....	4	4					
Building and construction.....	13	3	4	4	2		
Agriculture and fishing.....	2	1		1			
Other nonmanufacturing industries.....	7	2	2	2	1		

The average duration of the 198 strikes ending in September was nearly 19 calendar days. About 39 percent of these strikes ended

less than a week after they began, 41 percent lasted from a week to a month, about 16 percent lasted from 1 to 3 months, and 4 percent had been in progress for 3 months or more. All of the strikes in the latter group were small, none of them involving as many as 150 workers. (See table 5.)

Government officials or boards assisted in the settlement of about 49 percent of the strikes ending in September. These strikes included nearly 71 percent of the total workers involved. About 36 percent of the strikes, which included 26 percent of the workers involved, were settled directly by employers and representatives of organized workers. In about 14 percent of the strikes ending in the month, there were no formal settlements. These were small strikes which included only about 2 percent of the total workers. These strikes were ended when the workers returned to work on the employers' terms or when the employers hired new workers to fill their places, moved to another locality, or went out of business. (See table 6.)

TABLE 6.—Methods of Negotiating Settlements of Strikes Ending in September 1940

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	198	100.0	72,065	100.0
Employers and workers directly.....	3	1.5	792	1.1
Employers and representatives of organized workers directly.....	71	35.9	18,781	26.1
Government officials or boards.....	96	48.5	50,804	70.5
Private conciliators or arbitrators.....	1	.5	153	.2
Terminated without formal settlement.....	27	13.6	1,535	2.1

TABLE 7.—Results of Strikes Ending in September 1940

Result	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	198	100.0	72,065	100.0
Substantial gains to workers.....	81	40.9	18,744	26.0
Partial gains or compromises.....	75	37.9	34,003	47.3
Little or no gains to workers.....	32	16.2	11,198	15.5
Jurisdiction, rival union, or faction settlements.....	8	4.0	8,080	11.2
Indeterminate.....	1	.5	12	(1)
Not reported.....	1	.5	28	(1)

¹ Less than a tenth of 1 percent.

Of the 198 strikes ending in September, 41 percent resulted in substantial gains to the workers, 38 percent were compromised, and 16 percent resulted in little or no gains to the workers. Twenty-six percent of the workers involved in strikes ending in the month substantially won their demands, 47 percent obtained compromise settlements, and about 16 percent gained little or nothing. (See table 7.)

TABLE 8.—Results of Strikes Ending in September 1940, in Relation to Major Issues Involved

Major issue	Total	Strikes resulting in—					
		Sub- stantial gains to workers	Partial gains or compromises	Little or no gains to workers	Jurisdiction, rival union, or faction settlements	Inde- ter- mi- nate	Not re- port- ed
Number of strikes							
All issues.....	198	81	75	32	8	1	1
Wages and hours.....	63	30	27	6			
Wage increase.....	45	21	19	5			
Wage decrease.....	8	3	4	1			
Wage increase, hour decrease.....	8	4	4				
Wage decrease, hour increase.....	1	1					
Hour increase.....	1	1					
Union organization.....	102	42	36	24			
Recognition.....	18	5	6	7			
Recognition and wages.....	23	13	6	4			
Recognition, wages, and hours.....	20	12	4	4			
Closed or union shop.....	27	5	17	5			
Discrimination.....	9	5	2	2			
Strengthening bargaining position.....	3		1	2			
Other.....	2	2					
Miscellaneous.....	33	9	12	2	8	1	1
Sympathy.....	4	1	2			1	
Rival unions or factions.....	5				5		
Jurisdiction.....	3				3		
Other.....	20	8	10	2			
Not reported.....	1						1
Number of workers involved							
All issues.....	72,065	18,744	34,003	11,198	8,080	12	28
Wages and hours.....	30,497	8,251	21,686	560			
Wage increase.....	9,104	3,389	5,161	554			
Wage decrease.....	473	351	116	6			
Wage increase, hour decrease.....	19,059	2,650	16,409				
Wage decrease, hour increase.....	1,800	1,800					
Hour increase.....	61	61					
Union organization.....	28,256	8,921	8,773	10,562			
Recognition.....	1,281	655	396	230			
Recognition and wages.....	2,804	2,000	192	612			
Recognition, wages, and hours.....	1,190	976	154	60			
Closed or union shop.....	8,056	299	7,583	174			
Discrimination.....	13,113	4,402	173	8,538			
Strengthening bargaining position.....	1,223		275	948			
Other.....	589	589					
Miscellaneous.....	13,312	1,572	3,544	76	8,080	12	28
Sympathy.....	532	120	400			12	
Rival unions or factions.....	7,514				7,514		
Jurisdiction.....	566				566		
Other.....	4,672	1,452	3,144	76			
Not reported.....	28						28

The strikes over wage and hour issues were a little more successful from the workers' point of view than the strikes over union-organization matters. Of the wage and hour strikes, about 48 percent were won by the workers, 43 percent were compromised, and 9 percent resulted in little or no gains. Of the union-organization strikes, 41 percent were substantially won, 35 percent were compromised, and 24 percent brought little or no gains.

Of the workers involved in the strikes ending in September, 27 percent of those in the wage and hour strikes substantially won their demands, 71 percent obtained compromise settlements, and about 2 percent gained little or nothing. About 32 percent of the workers in the union-organization disputes won their demands, 31 percent obtained compromise settlements, and 37 percent gained little or nothing.



ACTIVITIES OF THE UNITED STATES CONCILIATION SERVICE, NOVEMBER 1940

THE United States Conciliation Service, in November, disposed of 454 situations, involving 149,192 workers. The services of this agency were requested by the employees, employers, and other interested parties. Of these situations, 271 were strikes, threatened strikes, lock-outs, and controversies, involving 122,615 workers. The remaining situations, involving 26,577 workers, included such services as filling requests for information, adjusting complaints, consulting with labor and management, etc.

TABLE 1.—*Situations Disposed of by U. S. Conciliation Service, November 1940, by Industries*

Industry	Disputes		Other situations		Total	
	Num-ber	Workers involved	Num-ber	Workers involved	Num-ber	Workers involved
All industries.....	271	122,615	183	26,577	454	149,192
Agriculture.....	4	116			4	116
Automobile.....	7	2,835	1	250	8	3,085
Building trades.....	22	6,214	25	3,205	47	9,419
Chemicals.....	5	544	7	397	12	941
Communications.....	2	31	1	2	3	33
Domestic and personal.....	6	190	10	57	16	247
Electrical equipment.....	3	178	2	2	5	180
Food.....	35	5,261	12	391	47	5,652
Furniture.....	7	1,783	6	100	13	1,883
Iron and steel.....	31	11,935	10	5,349	41	17,284
Leather.....	1	101	1	1	2	102
Lumber.....	10	2,650	1	4	11	2,654
Machinery.....	20	10,124	11	528	31	10,652
Maritime.....	7	10,364	8	2,010	15	12,374
Mining.....	3	743			3	743
Motion picture.....			3	8	3	8
Nonferrous metals.....	8	1,159	2	499	10	1,658
Paper.....	5	638	1	84	6	722
Petroleum.....	1	70			1	70
Printing.....	8	2,128	4	626	12	2,754
Professional.....			2	2	2	2
Rubber.....	3	954	1	1,300	4	2,254
Stone, clay, and glass.....	15	1,508	5	1,977	20	3,485
Textile.....	23	11,996	12	1,250	35	13,246
Tobacco.....	1	1,100	1	1	2	1,101
Trade.....	19	12,305	16	926	35	13,231
Transportation.....	14	763	8	19	22	782
Transportation equipment.....	4	5,256	8	7,238	12	12,494
Utilities.....	1	31,000			1	31,000
Unclassified.....	6	669	25	351	31	1,020

The facilities of the Service were used in 29 major industrial fields, such as building trades and the manufacture of foods, iron and steel, textiles, etc. (table 1), and were utilized by employees and employers in 40 States, the District of Columbia, and Hawaii (table 2).

TABLE 2.—Situations Disposed of by U. S. Conciliation Service, November 1940, by States

State	Disputes		Other situations		Total	
	Num- ber	Workers involved	Num- ber	Workers involved	Num- ber	Workers involved
All States.....	271	122, 615	183	26, 577	454	149, 192
Alabama.....	7	1, 319	7	730	14	2, 049
Arizona.....	1	2	1	4	1	1
Arkansas.....	1	2	3	264	4	266
California.....	21	9, 101	10	2, 673	31	11, 774
Colorado.....			1	88	1	88
Connecticut.....	2	175			2	175
District of Columbia.....	10	1, 737	13	372	23	2, 109
Florida.....	12	865	8	155	20	1, 020
Georgia.....	8	1, 875	1	25	9	1, 900
Hawaii.....	1	225			1	225
Illinois.....	14	8, 517	6	16	20	8, 533
Indiana.....	7	576	5	149	12	725
Iowa.....	1	29	1	136	2	165
Kansas.....	4	151	2	2	6	153
Kentucky.....	7	1, 980			7	1, 980
Louisiana.....	6	881	5	13	11	894
Maine.....	1	2, 600	1	122	2	2, 782
Maryland.....	6	316	2	2	8	318
Massachusetts.....	5	279	9	39	14	318
Michigan.....	16	3, 636	10	192	26	3, 828
Minnesota.....	1	350	1	1	2	351
Mississippi.....	2	1, 630			2	1, 630
Missouri.....	7	116	6	6	13	122
Montana.....	3	183			3	183
Nebraska.....			1	1	1	1
New Jersey.....	7	1, 781	5	2, 640	12	4, 421
New Mexico.....	1	57			1	57
New York.....	18	39, 116	18	9, 570	36	48, 686
North Carolina.....	6	1, 605	4	6	10	1, 611
Oklahoma.....	1	51	1	495	2	546
Ohio.....	28	9, 057	20	1, 862	48	10, 919
Oregon.....	3	179	7	1, 860	10	2, 039
Pennsylvania.....	27	17, 435	15	1, 782	42	19, 217
Rhode Island.....	2	275			2	275
South Carolina.....	2	3, 300			2	3, 300
Tennessee.....	5	147	2	238	7	385
Texas.....	4	122	6	1, 054	10	1, 176
Utah.....	2	84			2	84
Virginia.....	6	3, 913	1	1	7	3, 914
Washington.....	5	6, 472	8	349	13	6, 821
West Virginia.....	4	805	3	1, 733	7	2, 538
Wisconsin.....	8	1, 613			8	1, 613

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING, OCTOBER 1940

TURN-OVER rates in October showed only nominal changes as compared with September, according to reports from approximately 6,700 manufacturing establishments employing 2,750,000 factory workers. Total separations remained virtually unchanged, but there were slight shifts among the several types of separations. The quit rate, following the usual seasonal trend, declined from 1.37 per 100 factory employees in September to 1.31 in October, but this was counteracted by an increase in lay-offs from 1.48 to 1.53 and a slight rise in the discharge rate. The greatest change was in the total accession rate, which fell from 6.21 to 5.52 per 100 employees. Primarily responsible for the drop were the radio industry in which the rate declined from 6.40 to 4.89; shipbuilding, from 9.96 to 7.86; and structural and ornamental metal work, from 10.14 to 7.61.

TABLE 1.—Monthly Labor Turn-Over Rates in Representative Factories in 135 Industries ¹

Class of turn-over and year	January	February	March	April	May	June	July	August	September	October	November	December	Average
Separations:													
Quits: ²													
1940.....	0.63	0.62	0.67	0.74	0.77	0.78	0.85	1.10	1.37	1.31			
1939.....	.85	.64	.82	.76	.68	.73	.70	.82	1.02	.93	0.83	0.69	0.79
Discharges:													
1940.....	.14	.16	.15	.13	.13	.14	.14	.16	.16	.19			
1939.....	.10	.10	.13	.10	.13	.12	.12	.14	.14	.17	.15	.12	.13
Lay-offs: ³													
1940.....	2.55	2.67	2.53	2.60	2.78	2.32	2.25	1.63	1.48	1.53			
1939.....	2.24	1.87	2.23	2.60	2.67	2.46	2.54	2.05	1.58	1.81	1.97	2.65	2.22
Miscellaneous separations: ⁴													
1940.....	.11	.11	.11	.10	.10	.12	.11	.11	.21	.20			
Total:													
1940.....	3.43	3.56	3.46	3.66	3.78	3.36	3.35	3.00	3.22	3.23			
1939.....	3.19	2.61	3.18	3.46	3.48	3.31	3.36	3.01	2.79	2.91	2.95	3.46	3.14
Accessions: ⁵													
Rehires, 1940..	1.96	1.26	1.38	1.42	1.49	2.06	1.94	3.04	2.20	1.22			
New hires, 1940.....	1.78	1.72	1.56	1.63	1.87	2.70	2.83	3.59	4.01	4.30			
Total:													
1940.....	3.74	2.98	2.94	3.05	3.36	4.76	4.77	6.63	6.21	5.52			
1939.....	4.09	3.06	3.34	2.93	3.29	3.92	4.16	5.06	6.17	5.89	4.10	2.84	4.07

¹ The various turn-over rates represent the number of quits, discharges, lay-offs, total separations, and accessions, per 100 employees.

² Beginning with January 1940, miscellaneous separations, caused by death, permanent disability, retirement on pension, etc., have been reported separately. Such separations were formerly reported under the classification "quits and miscellaneous separations."

³ Including temporary, indeterminate, and permanent lay-offs.

⁴ Beginning with September 1940, workers leaving to enter the Army or Navy are included in "miscellaneous separations."

⁵ Beginning with January 1940, accessions have been separated into two classifications: "Rehirings," which include workers hired after a separation of 3 months or less; and "New hirings," other employees hired.

There have been significant changes during 1940, however, in the relative importance of the different types of labor turn-over. Voluntary separations constituted about 40 percent of total separations in all manufacturing industries combined in September and October, which was practically double the proportion in the first 5 months of 1940. Likewise, the rate for new hirings (i. e., workers hired by a company for the first time or after a separation of 3 months or longer) rose steadily from 1.56 per 100 employees in March to 4.30 in October, while the rate for rehiring fluctuated and was lower in October than in any previous month of 1940. The tendency for new hirings to exceed rehiring was apparent in all types of manufacturing, although it was more pronounced in industries producing for national defense. In October, for the first time since the two types of hiring rates have been available, new hirings exceeded rehiring in each of the 39 industries for which separate turn-over rates are available.

Analysis by Industries

In addition to the rates for all industries combined, detailed labor turn-over data are available for 39 separate manufacturing industries.

The greatest excesses of new hirings over rehiring in October were in the aircraft industry, with rates of 11.42 and 0.34 per 100 employees, respectively; brass, bronze, and copper products with 8.30 and 0.48; machine tools, with 6.47 and 0.13; and steam and hot-water heating apparatus with 8.03 and 0.51.

TABLE 2.—Monthly Turn-Over Rates (Per 100 Employees) in 39 Manufacturing Industries ¹

Industry	Date	Separation rates					Accession rates ²		
		Quit ³	Dis-charge	Lay-off	Mis-cel-laneous separation ³	Total separation	Re-hiring	New hiring	Total accessions
Agricultural implements.....	Oct. 1940	0.81	0.12	1.16	0.18	2.27	0.83	2.97	3.80
	Sept. 1940	.77	.11	.78	.10	1.76	.75	2.62	3.37
	Oct. 1939	.35	.09	1.47		1.91			6.58
Aircraft.....	Oct. 1940	2.34	.36	1.72	.23	4.65	.34	11.42	11.76
	Sept. 1940	3.09	.37	.37	.29	4.12	.16	9.58	9.74
	Oct. 1939	.95	.20	1.59		2.74			11.81
Aluminum.....	Oct. 1940	1.24	.15	.66	.52	2.57	.95	4.13	5.08
	Sept. 1940	.96	.20	1.93	.87	3.96	.85	4.21	5.06
	Oct. 1939	1.03	.13	.15		1.31			4.21
Automobiles and bodies.....	Oct. 1940 ⁴	1.35	.08	2.34	.18	3.95	2.82	6.97	9.79
	Sept. 1940	1.04	.07	1.64	.09	2.84	9.05	5.82	14.87
	Oct. 1939	.67	.15	1.38		2.20			9.93
Automobile parts and equip-ment.	Oct. 1940	1.80	.42	1.51	.18	3.91	1.31	8.86	10.17
	Sept. 1940	1.44	.32	1.11	.10	2.97	3.42	10.81	14.23
	Oct. 1939	.99	.23	6.75		7.97			9.56

¹ No individual industry data shown unless reports cover at least 25 percent of industrial employment.

² No break-down of accessions prior to January 1940.

³ Prior to January 1940, miscellaneous separations were included with "quits." Beginning with September 1940, workers leaving to enter the Army or Navy are included in "miscellaneous separations."

⁴ Revised.

TABLE 2.—Monthly Turn-Over Rates (Per 100 Employees) in 39 Manufacturing Industries—Continued

Industry	Date	Separation rates					Accession rates		
		Quit	Dis-charge	Lay-off	Mis-cel-laneous separation	Total separation	Re-hiring	New hiring	Total accession
Boots and shoes.....	Oct. 1940	0.93	0.10	2.57	0.18	3.78	1.08	1.42	2.50
	Sept. 1940	.89	.08	1.91	.14	3.02	1.38	1.12	2.50
	Oct. 1939	.70	.08	2.79		3.57			1.60
Brass, bronze, and copper products.	Oct. 1940	1.41	.44	.36	.20	2.41	.48	8.30	8.78
	Sept. 1940	1.70	.22	.37	.12	2.41	.74	6.62	7.36
	Oct. 1939	.93	.12	.24		1.29			9.29
Brick, tile, and terra-cotta.....	Oct. 1940	1.31	.26	2.92	.21	4.70	1.80	4.23	6.03
	Sept. 1940	1.74	.24	2.15	.13	4.26	1.36	2.62	3.98
	Oct. 1939	1.13	.18	2.65		3.96			8.10
Cast-iron pipe.....	Oct. 1940	.69	.05	.38	.06	1.18	.18	3.41	3.59
	Sept. 1940	.66	.28	.78	.08	1.80	.51	3.68	4.19
	Oct. 1939	.77	.14	1.13		2.04			3.84
Cement.....	Oct. 1940	.61	.13	1.63	.17	2.54	.49	1.14	1.63
	Sept. 1940	.98	.09	.76	.19	2.02	.56	1.28	1.84
	Oct. 1939	.56	.06	1.59		2.21			1.52
Cigars and cigarettes.....	Oct. 1940	1.70	.10	.72	.10	2.62	.76	2.54	3.30
	Sept. 1940	1.66	.08	1.29	.23	3.26	.88	3.04	3.92
	Oct. 1939	1.71	.20	.78		2.69			4.66
Cotton manufacturing.....	Oct. 1940	2.16	.24	.86	.31	3.57	2.25	4.71	6.96
	Sept. 1940	1.95	.23	1.18	.46	3.82	2.46	3.82	6.28
	Oct. 1939	1.56	.22	1.08		2.86			5.66
Dyeing and finishing textiles.....	Oct. 1940	1.61	.17	.70	.25	2.73	1.33	4.30	5.63
	Sept. 1940	1.21	.17	.59	.27	2.24	1.56	4.20	5.76
	Oct. 1939	1.04	.23	.77		2.04			5.97
Electrical machinery.....	Oct. 1940	1.14	.17	.57	.35	2.23	1.08	6.26	7.34
	Sept. 1940	1.12	.14	.55	.38	2.19	1.42	4.67	6.09
	Oct. 1939	.74	.13	.98		1.85			7.29
Foundries and machine shops.....	Oct. 1940	1.20	.22	.79	.16	2.37	.75	4.52	5.27
	Sept. 1940	1.16	.20	1.02	.17	2.55	.90	3.48	4.38
	Oct. 1939	.71	.15	1.09		1.95			7.85
Furniture.....	Oct. 1940	1.44	.33	2.01	.26	4.04	.69	4.69	5.38
	Sept. 1940	1.53	.26	1.18	.24	3.21	.99	4.73	5.72
	Oct. 1939	.94	.23	.98		2.15			5.65
Glass.....	Oct. 1940	.73	.08	1.05	.30	2.16	2.20	4.38	6.58
	Sept. 1940	.63	.08	.81	.22	1.74	2.52	1.50	4.02
	Oct. 1939	.46	.08	.66		1.20			5.88
Hardware.....	Oct. 1940	2.10	.26	.32	.13	2.81	.80	6.71	7.51
	Sept. 1940	1.73	.17	.44	.17	2.51	1.57	4.56	6.13
	Oct. 1939	.89	.40	.56		1.85			8.47
Iron and steel.....	Oct. 1940	.72	.08	.36	.20	1.36	.58	2.16	2.74
	Sept. 1940	1.07	.08	.37	.16	1.68	.58	1.99	2.57
	Oct. 1939	.57	.09	.23		.89			8.20
Knit goods.....	Oct. 1940	1.13	.13	1.08	.10	2.44	1.89	2.45	4.34
	Sept. 1940	1.10	.10	1.44	.15	2.79	1.94	2.22	4.16
	Oct. 1939	1.25	.19	.69		2.13			3.60
Machine tools.....	Oct. 1940	1.53	.35	.08	.15	2.11	.13	6.47	6.60
	Sept. 1940	1.92	.40	.06	.23	2.61	.15	4.82	4.97
	Oct. 1939	1.38	.14	.32		1.84			7.92
Men's clothing.....	Oct. 1940	.98	.15	3.72	.07	4.92	1.78	2.20	3.98
	Sept. 1940	.87	.10	3.33	.07	4.37	.88	1.66	2.54
	Oct. 1939	.80	.10	6.47		7.37			2.64
Paints and varnishes.....	Oct. 1940	.97	.23	1.00	.11	2.31	.55	2.34	2.89
	Sept. 1940	1.31	.37	.82	.16	2.66	.74	3.07	3.81
	Oct. 1939	.98	.17	.63		1.78			4.58
Paper and pulp.....	Oct. 1940	.83	.15	1.23	.43	2.64	.56	1.88	2.44
	Sept. 1940	1.45	.14	1.18	.39	3.16	.57	1.30	1.87
	Oct. 1939	.75	.13	.65		1.53			4.87
Petroleum refining.....	Oct. 1940	.37	.08	1.38	.21	2.04	.35	1.33	1.68
	Sept. 1940	.78	.04	1.40	.35	2.57	.40	1.08	1.48
	Oct. 1939	.35	.04	1.79		2.18			2.24
Planing mills.....	Oct. 1940	1.79	.26	1.92	.15	4.12	.89	6.78	7.67
	Sept. 1940	1.53	.17	1.70	.49	3.89	1.53	4.81	6.34
	Oct. 1939	1.48	.15	1.56		3.19			6.84
Printing—Book and job.....	Oct. 1940	1.06	.17	2.18	.20	3.61	2.46	3.73	6.19
	Sept. 1940	.96	.13	2.84	.21	4.14	2.08	2.48	4.56
	Oct. 1939	.64	.13	2.66		3.43			3.89

TABLE 2.—Monthly Turn-Over Rates (Per 100 Employees) in 39 Manufacturing Industries — Continued

Industry	Date	Separation rates					Accession rates		
		Quit	Dis-charge	Lay-off	Mis-cel-laneous separation	Total separation	Re-hiring	New hiring	Total accession
Printing—Newspaper and periodicals.	Oct. 1940	0.41	0.03	0.75	0.22	1.41	1.15	1.25	2.40
	Sept. 1940	.54	.14	1.31	.22	2.21	1.04	1.66	2.70
	Oct. 1939	.20	.20	1.81		2.21			1.76
Radios and phonographs	Oct. 1940	2.42	.23	2.22	.16	5.03	1.12	3.77	4.89
	Sept. 1940	2.26	.21	1.93	.16	4.56	1.30	5.10	6.40
	Oct. 1939	2.27	.29	.80		3.36			7.74
Rayon and allied products	Oct. 1940	1.13	.24	.68	.22	2.27	.58	2.00	2.58
	Sept. 1940	1.07	.16	.47	.04	1.74	1.01	1.37	2.38
	Oct. 1939	.72	.15	.54		1.41			3.65
Rubber boots and shoes	Oct. 1940	1.25	.14	.49	.47	2.35	1.96	3.23	5.19
	Sept. 1940	1.04	.16	.19	.28	1.67	2.02	3.20	5.22
	Oct. 1939	.84	.07	1.35		2.26			5.67
Rubber tires	Oct. 1940	.57	.06	.90	.24	1.77	1.56	2.04	3.60
	Sept. 1940	.81	.06	1.73	.18	2.78	.77	2.57	3.34
	Oct. 1939	.53	.06	.54		1.13			4.58
Sawmills	Oct. 1940	1.70	.22	2.54	.29	4.75	1.14	4.07	5.21
	Sept. 1940	2.28	.20	1.89	.40	4.77	1.87	4.04	5.91
	Oct. 1939	1.37	.26	1.93		3.56			6.39
Shipbuilding	Oct. 1940	1.38	.37	2.45	.16	4.36	2.15	5.71	7.86
	Sept. 1940	1.53	.28	4.03	.24	6.08	2.58	7.38	9.96
	Oct. 1939	.99	.30	1.75		3.04			4.82
Silk and rayon goods	Oct. 1940	1.96	.09	4.15	.08	6.28	2.40	2.87	5.27
	Sept. 1940	1.43	.07	3.72	.08	5.30	3.15	3.40	6.55
	Oct. 1939	1.24	.11	1.85		3.20			4.87
Slaughtering and meat packing	Oct. 1940	.84	.16	4.34	.18	5.52	5.37	4.32	9.69
	Sept. 1940	1.18	.14	5.32	.22	6.86	3.71	2.19	5.90
	Oct. 1939	.64	.15	6.46		7.25			9.44
Steam and hot-water heating apparatus.	Oct. 1940	1.44	.29	.25	.14	2.12	.51	8.03	8.54
	Sept. 1940	1.58	.29	.50	.11	2.48	.57	7.13	7.70
	Oct. 1939	.98	.18	.49		1.65			6.03
Structural and ornamental metal work.	Oct. 1940	1.60	.12	2.51	.14	4.37	1.80	5.81	7.61
	Sept. 1940	2.46	.07	3.69	.21	6.43	2.23	7.91	10.14
	Oct. 1939	.66	.14	5.26		6.06			7.31
Woolen and worsted goods	Oct. 1940	2.40	.16	1.11	.10	3.77	2.21	5.41	7.62
	Sept. 1940	2.00	.08	1.99	.19	4.26	2.13	5.39	7.52
	Oct. 1939	1.17	.12	2.13		3.42			7.92

Minimum Wages and Maximum Hours

WAGE ORDER FOR LUGGAGE AND LEATHER INDUSTRY¹

THE issuance of a wage order for the luggage and leather industry under the terms of the Fair Labor Standards Act brings the total number of such orders to 13.² Under the terms of the Administrator's decision, the 35-cent hourly wage was made the minimum in this branch of industry, as of January 6, 1941, for all employees subject to the terms of the wage and hour law. For the purposes of the order, the luggage and leather industry means—

(a) The manufacture from any material of luggage including, but not by way of limitation, trunks, suitcases, traveling bags, brief cases, sample cases; the manufacture of instrument cases covered with leather, imitation leather, or fabric, including, but not by way of limitation, portable radio cases; the manufacture of small leather goods and like articles made from fabric or imitation leather, except imitation leather made from paper; but not the manufacture of bodies, panels, and frames from metal, wood, fiber, or paperboard for any of the above articles.

(b) The manufacture of leather, imitation leather or fabric or cut stock and findings for any of the articles covered in section (a).

WAGE ORDER FOR THE EMBROIDERIES INDUSTRY³

BY ORDER of the Administrator of the wage and hour law, effective January 27, 1941, a minimum wage of 37½ cents an hour is provided for employees in the embroideries industry. It is estimated that, of a total of 14,250 embroidery workers in establishments doing embroidery, binding, and trimming, 4,400 employees engaged in interstate commerce or the production of goods for interstate commerce were affected by this order.

WAGE ORDER FOR RAILROAD WORKERS⁴

SOME 70,000 railroad track workers, redcaps, dining-car waiters, and office and other employees of railways will receive wage increases

¹ U. S. Department of Labor, Wage and Hour Division, Press releases Nos. 814 (May 17, 1940), and 1192 (December 6, 1940).

² For earlier wage orders see Monthly Labor Review, issues of September and December 1940.

³ U. S. Department of Labor, Wage and Hour Division, Press releases Nos. 1229 and 1230 (January 2, 1941).

⁴ U. S. Department of Labor, Wage and Hour Division, Press release No. 1214 (January 2, 1941).

on March 1, 1941, under an order issued by the Administrator of the Fair Labor Standards Act. This order brings the total number of orders issued to 15, and provides the third largest increase assured thus far under the legislation, the largest having been in the apparel industry and the next largest in the textile industry.

From the effective date of the railroad wage order, about 65,000 of the million or more persons employed by the trunk-line railroads and the Pullman Co., the Railway Express Agency, car-loan companies, and terminal companies will receive a wage increase under the 36-cent minimum hourly rate established. The 33-cent minimum fixed for the short lines will affect some 5,000 of the 21,000 employees.

BY ORDER of the Administrator of the Fair Labor Standards Act, January 27, 1941, a minimum wage of 37½ cents an hour is provided for employees in the embroidery industry. It is estimated that a total of 14,250 embroidery workers in establishments doing embroidery, binding, and trimming 4,400 employees engaged in interstate commerce or the production of goods for interstate commerce are affected by this order.

WAGE ORDER FOR RAILROAD WORKERS

DATE 70,000 railroad track workers, telegraph, dining-car waiters, and office and other employees of railways will receive wage increases

U. S. Department of Labor, Wage and Hour Division, from which this order is issued, March 12, 1941, and 1942.

1. The order was issued by the Administrator of the Fair Labor Standards Act, U. S. Department of Labor, Wage and Hour Division, from which this order is issued, March 12, 1941, and 1942.

2. The order was issued by the Administrator of the Fair Labor Standards Act, U. S. Department of Labor, Wage and Hour Division, from which this order is issued, March 12, 1941, and 1942.

3. The order was issued by the Administrator of the Fair Labor Standards Act, U. S. Department of Labor, Wage and Hour Division, from which this order is issued, March 12, 1941, and 1942.

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Wages and Hours of Labor

EARNINGS AND HOURS IN THE PORTABLE-LAMP AND LAMP-SHADE INDUSTRIES, FEBRUARY AND MARCH 1940¹

Summary

IN February and March 1940, earnings in the portable-lamp industry averaged 49 cents per hour, and in the lamp-shade industry slightly less than 41 cents an hour.² Within each industry, however, individual hourly earnings varied widely from under 30 cents to more than three times that amount. There were strong concentrations, in both industries, in the range of 30 and under 40 cents, although the portable-lamp industry, employing a preponderance of male workers, showed higher wages throughout than the lamp-shade industry, with its relatively large complement of female workers.

The present article covers working supervisors, factory clerks, and manual workers, but not office workers. Data on the wages of home workers in the lamp-shade industry appear at the end of this article.

Characteristics of the Industries

DEFINITION OF INDUSTRIES

The portable-lamp industry, as defined by the Wage and Hour Administrator, includes "the manufacture or assembling of any portable lamp which may be plugged into electrical outlets, or an assembled device that is made to receive a socket for lighting purposes and is portable." Some of the larger establishments engaged in the production of portable lamps manufacture their lamp bases, cut the pipe for standards, stamp out or mold various parts, and then assemble and wire these parts to form the complete lamp. Some of these firms also cut the materials and make the shades for their own lamps. Other firms, especially the smaller ones, buy all the parts and shades from establishments which specialize in their manufacture and merely assemble these parts to produce the complete lamp. The firms which

¹ Prepared by Sidney C. Sufrin, assisted by P. L. Jones and John F. Laciskey, of the Bureau's Division of Wage and Hour Statistics. This article is a summary of a longer report under the same title, Serial No. R. 1204, copies of which may be obtained from the Bureau.

² Earnings at overtime rates were excluded from these comparisons. Were they included the average hourly earnings for each industry would have been raised by less than 1 cent.

are limited to assembly work account for a large proportion of the smaller-sized plants included in the survey. Establishments specializing in the manufacture of parts but not assembling the lamps were excluded from the Bureau's survey.

The lamp-shade industry as defined by the Administrator includes "the manufacturing of any complete device of any material which can be attached to a portable lamp, or to an electric incandescent bulb as a part of a portable electric lamp, or to an electric fixture and which when so attached will either partially or completely surround the electric incandescent bulb or bulbs; the purpose of such device being primarily for shielding the light source from the normal field of vision, and for decoration, except reflectors of metal, glass, or plastics." Silk, rayon, acetate, mica, and parchment (pure and paper) constitute the principal materials used in making lamp shades. Plants making these several types of shades were included in the Bureau's study, but the relatively few employees who make the wire frames for lamp shades were not included.³

According to the Bureau's estimates, the portable-lamp industry employs some 5,300 workers and the lamp-shade industry about 5,000 workers. Of the 191 establishments covered by the Bureau's study, 74 manufactured both lamps and lamp shades. In such cases, for tabulation purposes, the workers making lamps were separated from those making shades and the establishment was regarded as 2 plants. Altogether some 4,959 workers (about evenly divided between the 2 types of products) were employed in these combination establishments, or about half the estimated employment in the 2 industries together.

Except for the New York metropolitan area, very little progress had been made toward regulating working conditions through trade-union agreements. In that area 39 portable-lamp factories and 30 lamp-shade plants had workers covered by trade-union agreements.⁴ A few Philadelphia plants in both industries were also unionized, but elsewhere only 3 lamp plants and 2 lamp-shade plants were found which had a union agreement.

Coverage of Study

The field survey was based upon a carefully selected sample of 137 representative lamp plants and 128 lamp-shade establishments.⁵ In both industries less than 1 percent of the workers were found in the entire South, being confined to Florida, Kentucky, and Maryland in

³ Most of the wire frames are purchased rather than made by firms in this industry. Information concerning home workers is also excluded from the detailed wage and hour data presented, but, as noted, the earnings of a selected sample of home workers are given at the end of this article.

⁴ A union establishment, as defined in this survey, is one in which the majority of the employees are covered by either a written or an oral agreement with a trade-union.

⁵ The survey was limited to establishments employing three or more wage earners.

the case of the plants making portable lamps, and to Kentucky and Maryland in the case of those making shades. For the southern district all establishments were included; for the other districts all of the plants with 100 or more employees but only about half of the small- and medium-sized establishments. Since only one-half of the small- and medium-sized establishments were covered, the data secured for such establishments were weighted by 2. The final tabulations include all of the data obtained from the southern and large-sized plants, in addition to the weighted data from the small- and medium-sized plants. Thus, the combined figures represent the entire industry.

Portable-Lamp Industry

AVERAGE HOURLY EARNINGS

The overwhelming majority of wage earners in the portable-lamp industry are paid on a straight time-rate basis.

Hourly Earnings of All Workers

Hourly earnings of the 5,302 wage earners covered in the portable-lamp survey during February and March 1940 averaged 49.4 cents. Earnings among individual establishments, however, varied considerably, with plant averages ranging from 27 to 80 cents an hour. Despite the wide difference between these extremes, nearly two-thirds of the plants (64.2 percent), employing approximately 68.8 percent of the workers, showed averages that were within the range of 37.5 and under 55 cents.

In table 1, which presents the percentage distribution of individual workers according to average hourly earnings, the broad dispersion of wages is further reflected. Omitting the most extreme classes, this table shows that individual hourly earnings ranged from 25 cents to \$1.10. Within this range was found 98.7 percent of the entire labor force.

Variations by Sex and Skill

Women constituted only a minor fraction (less than 10 percent) of the entire labor force. Almost nine-tenths of these women were semi-skilled workers. Because of the extremely small number of female workers classed as skilled and unskilled—33 of the former and 36 of the latter—distributions by skill are not given for the female group.

The difference between the average hourly earnings of skilled and semiskilled shows a much greater spread than the corresponding difference between the averages for the semiskilled and unskilled. The former difference is nearly 27 cents, while the latter figure is only about 6 cents.

TABLE 1.—Percentage Distribution of Portable-Lamp Workers, by Average Hourly Earnings, Sex, and Skill, February and March 1940

Average hourly earnings	All workers			Skilled		Semiskilled		Unskilled	
	Total	Male	Female ¹	Total	Male	Total	Male	Total	Male
Under 25.0 cents.....	(²)	(²)	.....	.....	.....	(²)	(²)	0.2	0.2
25.0 and under 27.5 cents.....	0.1	0.1	0.2	.....	.....	0.1	(²)	.5	.5
27.5 and under 30.0 cents.....	.7	.6	1.5	0.3	0.3	.8	0.7	1.4	1.1
Exactly 30.0 cents.....	11.9	9.9	29.9	.5	.5	14.2	11.7	25.7	24.4
30.1 and under 32.5 cents.....	2.4	2.3	2.5	.1	.1	2.9	2.9	5.0	4.9
32.5 and under 35.0 cents.....	3.7	3.2	8.0	.8	.7	4.4	3.7	6.7	6.9
35.0 and under 37.5 cents.....	9.7	9.0	16.3	1.3	1.2	11.9	11.1	17.8	18.0
37.5 and under 40.0 cents.....	4.7	4.4	7.6	1.5	1.4	5.1	4.8	10.1	9.7
40.0 and under 42.5 cents.....	15.5	15.7	14.0	4.2	4.2	20.4	21.2	14.6	15.5
42.5 and under 45.0 cents.....	3.7	3.5	5.5	2.6	2.4	4.2	4.0	3.8	4.0
45.0 and under 47.5 cents.....	6.7	7.1	2.7	3.6	3.5	7.9	8.8	7.0	7.1
47.5 and under 52.5 cents.....	9.4	10.0	5.2	8.6	8.4	10.9	11.9	3.4	3.7
52.5 and under 57.5 cents.....	5.5	5.6	4.6	7.4	7.3	5.5	5.6	1.0	1.1
57.5 and under 62.5 cents.....	4.8	5.3	.....	8.5	8.7	3.8	4.4	1.2	1.3
62.5 and under 67.5 cents.....	4.6	5.1	.4	9.7	9.8	3.2	3.8	.....	.....
67.5 and under 72.5 cents.....	3.5	3.8	.4	9.2	9.3	1.6	1.9	.2	.2
72.5 and under 77.5 cents.....	3.6	3.9	.8	9.7	9.7	1.5	1.7	.7	.7
77.5 and under 87.5 cents.....	3.1	3.5	.....	9.5	9.7	.9	1.0	.7	.7
87.5 and under 100.0 cents.....	3.0	3.3	.....	10.0	10.1	.6	.7	.....	.....
100.0 and under 110.0 cents.....	2.1	2.3	.....	7.6	7.8	.1	.1	.....	.....
110.0 cents and over.....	1.3	1.4	.4	4.9	4.9	.....	.....	.....	.....
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted).....	5,302	4,779	³ 523	1,417	1,384	3,302	2,848	583	547
Average hourly earnings.....	\$0.494	\$0.506	\$0.377	\$0.698	\$0.701	\$0.429	\$0.439	\$0.371	\$0.374

¹ Number of females too small to warrant percentage distribution by skill.² Less than a tenth of 1 percent.³ Includes 33 skilled workers, 454 semiskilled workers, and 36 unskilled workers.*Variations in Earnings in Selected Metropolitan Areas*

Although the plants of this industry were found in 13 States, nearly three-fourths of the workers were employed in 3 metropolitan areas. New York led with 1,729, or 32.6 percent of the total employed; Chicago followed with 1,611, or 30.4 percent; and Philadelphia had 620, or 11.7 percent.

Among these 3 areas, Philadelphia had the highest average hourly earnings, 55.2 cents, in contrast with 51.4 cents in New York and 46.8 cents in Chicago. The higher Philadelphia average was due in part to the very small proportion of female workers there. Only 10 female workers were found in Philadelphia out of a total of 620 workers in that area. However, that city also showed higher average hourly earnings for male workers alone—55.4 cents, as compared with averages of 52.5 cents in New York and 48.8 cents in Chicago.

The average hourly earnings shown for the Philadelphia and New York areas include wages in unionized as well as nonunionized plants. In Chicago, none of the plants covered by the survey were reported as having union agreements, and this may help to explain the lower averages there. The average hourly earnings in nonunion plants in Philadelphia, New York, and Chicago were 51.6 cents, 49.2 cents, and 46.8 cents, respectively. The average hourly earnings in unionized plants were 56.3 cents in Philadelphia and 52.3 cents in New York.

The earnings for the 4,623 workers (4,171 males and 452 females) in all metropolitan areas with populations of 1,000,000 or over averaged 50.1 cents an hour. In metropolitan areas of less than 1,000,000 average hourly earnings were 44.4 cents. Only 679 workers were employed in these areas.

WEEKLY HOURS AND EARNINGS

Full-Time Weekly Hours

Of the 137 plants covered in the survey of the portable-lamp industry in February and March 1940, there were 79 that had full-time hours of 40 per week, while 33 were on a 42-hour basis. The full-time hours of most of the remaining plants ranged from 40.5 to 48 hours per week. In 4 of the establishments which employed a total of nearly 100 workers, full-time hours of less than 40 per week were reported. The averages applied to the majority of the employees in a plant. Maintenance, powerhouse, and service workers frequently had different schedules of working hours from those of the main body of wage earners.

Actual Weekly Hours

The actual weekly hours of all wage earners in the portable-lamp industry averaged 39.4 during February and March 1940. The male workers averaged 39.5 hours, as against an average of 37.8 hours for female employees. Among the males, the figures were 39.1 hours for skilled, 39.3 hours for semiskilled, and 39.4 hours for unskilled workers.

Weekly Earnings

Weekly earnings in February and March 1940 for all wage earners covered in the portable-lamp industry averaged \$19.45, exclusive of earnings due to the extra rates for overtime.⁶ The average for males was \$20.02, as compared with \$14.26 for females. Among the males, the averages amounted to \$27.38 for skilled, \$17.46 for semiskilled, and \$14.74 for unskilled.

Nearly three-fifths (59.5 percent) of all wage earners covered in the survey earned \$12.50 and under \$22.50 per week, while 13.4 percent earned less than \$12.50 per week. Workers earning \$22.50 and under \$30 amounted to 15.2 percent of the total, while those earning \$30 per week and over constituted 11.9 percent of the total.

Lamp-Shade Industry

AVERAGE HOURLY EARNINGS

More than one-half (52.4 percent) of all the workers in the lamp-shade industry are paid on a time basis. The principal occupations

⁶ The inclusion of earnings due to the extra rates for overtime work increases the average weekly earnings of all workers in the industry by 21 cents.

paid at piece rates were hand sewers and gluers and pasters. Hand binders also were frequently employed on a piece-rate basis.

Hourly Earnings of All Workers

During February and March 1940 workers in the lamp-shade industry earned an average of 40.8 cents per hour. As in other industries, average hourly wages in the lamp-shade industry varied considerably among establishments, ranging from 30.0 to 89.1 cents per hour. However, nearly three-fifths of the plants in the industry (58.6 percent) paid average hourly wages of 35 and under 45 cents. Fully 70 percent of the establishments in the industry paid average hourly wages of 35 and under 50 cents. Such establishments employed over 85 percent of all the lamp-shade workers.

The dispersion in the earnings of individual workers is shown in table 2, which presents the distribution of employees for the country as a whole, according to their average hourly earnings.

TABLE 2.—Percentage Distribution of Lamp-Shade Workers, by Average Hourly Earnings, Sex, and Skill, February and March 1940

Average hourly earnings (cents)	All workers			Skilled			Semiskilled			Unskilled		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Under 25.0	0.1		0.1				0.1		0.1	0.3		0.4
25.0 and under 27.5	.6	0.2	.6	0.5	1.2		.4		.5	1.5		1.9
27.5 and under 30.0	.7	1.0	.6	.5	1.2		.7	0.7	.7	.3	1.5	
Exactly 30.0	15.6	17.6	15.4	2.5	2.4	2.6	14.2	16.8	14.0	31.4	39.3	29.4
30.1 and under 32.5	8.1	1.9	9.4	2.0	1.2	2.6	8.9	2.2	9.9	7.7	1.5	9.3
32.5 and under 35.0	7.3	2.6	8.2	2.0	1.2	2.6	7.6	1.7	8.5	8.8	8.1	8.9
35.0 and under 37.5	12.5	12.5	12.6	5.5	1.8	8.2	13.3	16.2	12.8	12.8	11.1	13.2
37.5 and under 40.0	9.0	6.9	9.5	5.8	7.2	4.8	9.6	5.8	10.2	7.6	11.1	6.7
40.0 and under 42.5	14.8	13.1	15.3	10.3	3.6	15.2	14.9	16.9	14.8	17.0	8.9	19.0
42.5 and under 45.0	6.1	4.7	6.3	3.8	2.4	4.8	6.7	5.6	6.9	3.7	3.7	3.7
45.0 and under 47.5	5.5	5.5	5.5	1.5	1.2	1.7	6.2	6.5	6.1	4.0	6.7	3.4
47.5 and under 52.5	7.7	11.3	7.0	13.2	9.6	15.5	7.8	13.6	6.9	3.9	4.4	3.7
52.5 and under 57.5	4.0	4.9	3.8	9.8	7.2	11.7	3.9	4.7	3.8	.6	3.0	
57.5 and under 62.5	2.1	2.6	2.0	5.8	2.4	8.2	2.1	3.4	1.8	.3		.4
62.5 and under 67.5	1.7	2.5	1.5	5.3	4.2	6.1	1.6	2.6	1.4			
67.5 and under 72.5	1.3	3.7	.8	9.6	15.8	5.2	.7	.9	.6			
72.5 and under 77.5	1.0	3.2	.5	8.1	13.4	4.3	.4	.7	.3	.1	.7	
77.5 and under 87.5	.9	2.1	.6	5.0	7.2	3.5	.6	1.1	.5			
87.5 and under 100.0	.4	1.4	.1	4.0	7.2	1.7	.1		.1			
100.0 and under 110.0	.3	.6	.2	1.5	1.8	1.3	.2	.4	.1			
110.0 and over	.3	1.7		3.3	7.8		(1)	.2				
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted)	5,012	838	4,174	397	166	231	3,943	537	3,406	672	135	537
Average hourly earnings	\$0.408	\$0.461	\$0.396	\$0.578	\$0.665	\$0.515	\$0.398	\$0.421	\$0.393	\$0.355	\$0.364	\$0.353

¹ Less than a tenth of 1 percent.

The group earning under 40 cents constitutes 53.9 percent of the labor force; the higher-paid group (40 cents and over), 46.1 percent. There was a substantial group (15.6 percent) of workers at exactly 30 cents per hour—the effective minimum hourly wage of the Fair Labor Standards Act.

Variations by Sex and Skill

The diversity of hourly earnings in the lamp-shade industry may be illustrated by the sharply contrasting wage levels among various groups of employees. Skilled male workers earned on the average 66.5 cents an hour, while semiskilled males earned 42.1 cents and unskilled males 36.4 cents.

Variations in Earnings in Selected Metropolitan Areas

The establishments in the lamp-shade industry in New York City, Chicago, and Philadelphia employed fully 81 percent of all the wage earners covered in the survey. The New York establishments employed 1,967 (1,573 women and 394 men) of the industry's 5,012 workers. The Chicago plants employed a slightly smaller number—1,407 (1,221 women, 186 men)—and Philadelphia accounted for 712 workers (648 women and 64 men).

As in the portable-lamp industry, workers in the two eastern cities, where at least part of the plants were operating under trade-union agreements, earned more per hour, on the average, than employees in Chicago. Unlike the situation in the portable-lamp industry, however, the lamp-shade industry showed higher average hourly earnings in New York than in either Philadelphia or Chicago.

The general average hourly wage in the New York area was 44.2 cents, compared to 39.7 cents in the Philadelphia area and 39.0 cents in the Chicago area.

WEEKLY HOURS AND EARNINGS*Full-Time Weekly Hours*

Nearly three-fifths (58.6 percent) of the establishments visited in February and March 1940 were operating on a 40-hour-week schedule. A substantial number (22.0 percent) of the plants, however, had a full-time workweek of 42 hours. Of the remaining plants, 7 had full-time hours of less than 40, while all others ranged from 41 to 48 hours per week.

As in the lamp-manufacturing industry, many employees in the maintenance, powerhouse, and service departments of the various plants had scheduled hours of work that were different from those of the majority of the wage earners.

Actual Weekly Hours

Actual weekly hours of all workers in the lamp-shade industry averaged 35.8, the figures being 40.2 for males and 35.0 for females. Skilled males averaged 40.8 hours, semiskilled 40.1 hours per week, and unskilled males 39.9 hours. Skilled females worked, on the average, 39.9 hours per week, semiskilled 34.6 hours, and unskilled

women 34.9 hours. It should be borne in mind that the industry predominantly employs semiskilled and unskilled women.

Weekly Earnings

Average weekly earnings of all workers in the lamp-shade industry, exclusive of earnings from overtime, amounted to \$14.62 in February and March 1940.⁷ Like hourly earnings, however, weekly earnings varied conspicuously among the different skill-sex groups. Skilled males earned on the average \$27.10 a week, semiskilled \$16.86, and unskilled \$14.50 a week. The respective figures for females were \$20.56, \$13.63, and \$12.32 per week. The weekly earnings of all male workers averaged \$18.50, as compared with an average of \$13.84 for female employees. Within each comparable skill group, men had higher average weekly earnings than women.

Examination of individual weekly earnings for all wage earners shows that nearly three-fifths of them (58.6 percent) received less than \$15 per week, and nine-tenths (87.8 percent) earned less than \$20. The most marked concentrations of skilled males were in the \$17.50 and under \$22.50 range (21.0 percent) and in the \$30 and under \$40 range (35.2 percent). The greater part of the semiskilled males (83.4 percent) earned \$10 and under \$22.50, with the greatest relative concentration in the \$12.50 and under \$17.50 class. Nearly one-half of the unskilled males earned \$10 and under \$15 per week.

Nearly one-half of the semiskilled female workers—who constitute the numerically most important group of workers of the industry—earned \$10 and under \$15 a week. In fact, slightly over one-sixth of them earned less than \$10 per week.

The distribution of the skilled female workers shows sizable numbers with weekly earnings of \$12.50 and under \$27.50. In fact, a total of 81.8 percent of the unskilled females had weekly earnings that fell within that range. Nine-tenths of the unskilled females earned \$5 and under \$17.50. The range of \$10 and under \$15, however, includes over one-half of all the unskilled women.

HOME WORKERS ⁸

The importance of home workers to the lamp-shade industry cannot be accurately estimated from the data secured in the field survey. It seems clear, however, that home workers constitute a small proportion of the workers of the industry, and their use is limited almost exclusively to small plants. Furthermore, it appears that the employment of home workers is usually confined to the peak or rush periods in production.

⁷ If the overtime earnings due to extra rates were included, it would increase the average weekly earnings of all workers in the industry by only 14 cents.

⁸ Earnings and employment of home workers were not included in the foregoing presentation.

During the pay period covered in the field survey, only 79 home workers in the plants actually visited received any income from the industry. This figure is unweighted and represents, at best, only a part of the home workers actually receiving income from the industry during the period covered. Seventy-three of the 79 workers actually found to be receiving pay for work in this industry were in New York City. All home workers were women.

The number of home workers who received pay from the industry gives no indication of the actual number of persons whose services were remunerated from this pay. There is a probability that although a single worker secured the raw materials and later returned the finished shades, aid in making shades may have been given by other members of the family. These considerations make impossible the weighting of the raw data secured so as to estimate the number of home workers in the industry. To this difficulty must be added the fact that the sample of home workers found by the field survey was limited almost exclusively to the New York area. Therefore, only the actual number of workers found in the survey is reported.

Another important peculiarity of the data concerning home workers is that the earnings received during the pay-roll period surveyed do not necessarily represent the earnings for a single week. Custom in the industry does not prescribe that a fixed period elapse between the securing of the raw materials from the shop and the delivery of the shades to the shop. Consequently, earnings reported may not only be for more than a single worker; they may also be for more than a single week.

The earnings reported vary widely from under \$2.50 to over \$20. However, 51 of the 79 home workers (64.5 percent) reported earned \$2.50 and under \$12.50. If this range is increased to under \$15, it covers 59 of the 79 workers reported, or nearly 75 percent.

WAGES AND HOURS IN THE JEWELRY INDUSTRY, FEBRUARY 1940¹

Summary

HOURLY earnings of all factory workers in the jewelry industry averaged 58 cents in February 1940. This was revealed by a survey of the industry which was made by the Bureau of Labor Statistics at the request of the Wage and Hour Division. Hourly earnings were found to vary widely according to the type of jewelry produced. Workers in plants making precious jewelry averaged 94.8 cents, as compared with 48.3 cents for employees of plants making medium- and low-priced jewelry. In the group of establishments producing both precious and lower-priced articles, the wage earners averaged 63.1 cents an hour.

An outstanding feature of the wage structure was the marked concentration of earnings at exactly 30 cents an hour, especially in the plants making lower-priced products. For the industry as a whole, one-tenth (10.7 percent) of the factory workers surveyed received exactly 30 cents an hour. This wage class accounted for only 1.7 percent of the workers in precious-jewelry plants, however, as compared with 14.7 percent in plants making medium- and low-priced jewelry and 5.1 percent in plants making both types of products.

Scope and Method of Survey

The jewelry-manufacturing industry has been defined in general by the Wage and Hour Administrator as the "manufacturing, processing, and assembling wholly or partially from any material" of articles which are commonly or commercially known as jewelry. It covers the manufacture and processing of precious, semiprecious, synthetic, or imitation stones, as well as the manufacture, drilling, and stringing of pearls, imitation pearls, and beads for use in the manufacture of jewelry. It includes such products as "religious, school, college, and fraternal insignia; articles of ornament or adornment designed to be worn on apparel or carried on or about the person; metal mesh bags and metal watch bracelets; and chain, mesh, and parts for use in the manufacture of any of the articles included in this definition." The following are included only if made from or embellished with precious metal or precious, semiprecious, synthetic, or imitation stones: Cigar and cigarette cases, cigar and cigarette holders, cigarette lighters, pocket knives, cigar cutters, badges, emblems, military and naval insignia, belt buckles, and handbag and pocketbook frames and clasps.

¹ Prepared by H. E. Riley, assisted by Edyth M. Bunn, of the Bureau's Division of Wage and Hour Statistics. This article is a summary of a more detailed report, Serial No. R. 1203, copies of which may be obtained from the Bureau on request.

The definition specifically excludes the manufacture of watch cases, and the assaying, refining, and smelting of base or precious metals, and the manufacture of compacts and vanity cases to be used for distribution or advertisement of a cosmetic product. The term "parts" is limited to materials employed exclusively for jewelry manufacture, and does not include such articles as springs, blades, and nail files, which are used largely in the manufacture of products not covered by the definition.

In determining the scope of the survey, the Bureau followed the general outlines of the above definition. However, the actual coverage necessarily extends somewhat beyond these limits in certain cases. Thus, a considerable proportion of the cigarette lighters and cigar and cigarette cases produced in plants covered by the report were not made of precious metals nor embellished with stones. The data obtained from such plants relate to all of the wage earners employed, because it was impossible to separate those who worked on the types of lighters and cases specified in the definition from those who worked on other types. On the other hand, the survey did not cover lapidary work,² except when carried on in jewelry factories. A preliminary investigation of the specialized lapidary industry revealed that this group of small establishments employs highly paid, skilled workers who work irregularly on a piece-rate basis.³ For the most part, the lapidary firms do not keep time records of a type which would yield the information needed for analysis of hourly earnings.

The study was based on a representative sample, including approximately one-third of the employees in the industry. Data covering wages and hours were obtained for all classes of employees in each plant, with the exception of the supervisory and management officials. Data on extra earnings for overtime work⁴ and on earnings of office clerical employees⁵ were also obtained, but are not included in the tables in this article.

The products of the industry are usually classified, on the basis of the type of raw materials used, into two groups, namely, precious jewelry and medium- and low-priced jewelry. The precious-jewelry group embraces products made of platinum or gold of 10-karat fineness or better, and articles containing precious stones such as diamonds, pearls, etc. Medium- and low-priced jewelry includes products made of silver, base metals, plastics, wood, leather, and

² Lapidary work consists of the cutting, polishing, and setting of diamonds and other precious and semi-precious stones.

³ According to the United States Census of Manufactures, the lapidary industry in 1937 consisted of 51 establishments with 217 wage earners.

⁴ For the industry as a whole, the inclusion of extra overtime earnings would have increased the hourly average by less than 1 cent.

⁵ Hourly earnings for office workers as a whole averaged 51.2 cents, ranging from less than 30 cents to more than \$1 an hour. In terms of 5-cent wage intervals, the largest concentration occurred in the class of 42.5 and under 47.5 cents an hour, 16.2 percent of the workers having average earnings within these limits; 32.9 percent averaged less than 42.5 cents, 50.9 percent received 47.5 cents and over, and only 7 percent received as much as 77.5 cents or more.

other materials, including gold of less than 10-karat fineness. These latter articles may be decorated with semiprecious, synthetic, or imitation stones.

Although the establishments in the industry generally tend to specialize in either precious or medium- and low-priced products, a considerable group of plants made articles in both of these categories. As none of the plants scheduled maintained separate pay-roll records for the two types of products, it has been necessary in analyzing the wage data to create a third classification embracing plants making both precious and medium- and low-priced jewelry.⁶

The distribution of the sample in terms of product and geographical location is shown in tables 1 and 2.

TABLE 1.—Coverage of Survey in the Jewelry Industry, by Type of Product, 1940

Product	Number of plants	Number of workers	Percentage of workers	Average hourly earnings
All products.....	275	9,628	100.0	\$0.580
Precious jewelry.....	94	1,392	14.5	.948
Rings.....	53	817	8.5	.976
Miscellaneous precious jewelry.....	41	575	6.0	.910
Medium- and low-priced jewelry.....	123	6,104	63.5	.483
Cigarette lighters and compacts.....	9	813	8.4	.501
Costume jewelry.....	72	2,749	28.6	.442
Findings and gold stock.....	16	695	7.2	.522
Fraternal and emblematic jewelry.....	6	343	3.6	.562
Men's jewelry.....	10	901	9.4	.500
Miscellaneous medium- and low-priced jewelry.....	10	603	6.3	.518
Precious and medium- and low-priced jewelry.....	58	2,132	22.0	.631
Costume jewelry.....	10	331	3.4	.599
Findings and gold stock.....	10	446	4.6	.551
Fraternal and emblematic jewelry.....	19	591	6.1	.753
Miscellaneous precious and medium- and low-priced jewelry.....	19	764	7.9	.601

TABLE 2.—Coverage of Survey in the Jewelry Industry, by Region and State, 1940

Region and State	Number of plants	Number of workers	Percent of workers
Total.....	275	9,628	100.0
New York metropolitan region.....	114	2,605	27.1
New Jersey.....	24	966	10.0
New York City ¹	90	1,639	17.1
New England region.....	97	5,421	56.3
Massachusetts.....	36	2,200	22.8
Rhode Island ²	61	3,221	33.5
Regions other than New York metropolitan and New England.....	64	1,602	16.6
California.....	9	196	2.0
Illinois.....	13	263	2.7
Indiana.....	4	264	2.7
Michigan.....	3	98	1.0
New York (outside New York City).....	8	295	3.1
Ohio.....	10	107	1.1
Pennsylvania.....	9	105	1.1
Other ³	8	274	2.9

¹ Includes 1 plant in Connecticut.

² Includes 2 plants in Connecticut (outside of New York metropolitan region).

³ Includes 1 plant in Kentucky, 2 plants in Maryland, 2 plants in Minnesota, 2 plants in Missouri, and 1 plant in Wisconsin.

⁶ An attempt to classify these establishments in one or the other of the above groups on the basis of chief products proved to be impracticable because of the lack of adequate information as to the relative output of the two classes of products.

Average Hourly Earnings

Hourly earnings of the 9,628 factory wage earners covered in the survey averaged 58 cents in February 1940. (See table 3.) The spread of earnings, shown in table 4, covers a very wide range, extending from under 30 cents to over \$1.625 an hour.

TABLE 3.—Average Hourly Earnings of Jewelry Workers, by Region, Type of Product, Sex, and Skill, 1940

Region	All workers			Skilled workers			Semiskilled workers			Unskilled workers		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
<i>All products</i>												
Total.....	\$0.580	\$0.702	\$0.380	\$0.836	\$0.861	\$0.499	\$0.462	\$0.551	\$0.382	\$0.368	\$0.399	\$0.349
New York metropolitan region.....	.666	.791	.424	.980	1.028	.541	.502	.588	.426	.384	.398	.373
New England region.....	.499	.610	.362	.718	.736	.458	.423	.502	.366	.359	.402	.338
Regions other than New York metropolitan and New England.....	.719	.803	.400	.903	.917	.515	.561	.660	.390	.389	.389	.390
<i>Precious jewelry</i>												
Total.....	.948	.989	.531	1.008	1.116	.664	.676	.725	.493	.415	.416	.411
New York metropolitan region.....	1.020	1.070	.573	1.198	1.224	.718	.723	.783	.517	.436	.448	(1)
New England region.....	.689	.728	(1)	.801	.809	(1)	.521	(1)	(1)	(1)	(1)	(1)
Regions other than New York metropolitan and New England.....	.918	.947	.493	1.042	1.054	(1)	.651	.684	(1)	.381	(1)	(1)
<i>Medium- and low-priced jewelry</i>												
Total.....	.483	.591	.366	.708	.736	.445	.421	.492	.371	.360	.395	.344
New York metropolitan region.....	.506	.597	.401	.763	.823	.466	.453	.500	.410	.367	.377	.362
New England region.....	.468	.578	.354	.683	.705	.427	.407	.481	.358	.354	.398	.336
Regions other than New York metropolitan and New England.....	.541	.676	.382	.776	.799	(1)	.442	.562	.375	.401	.438	.379
<i>Precious and medium- and low-priced jewelry</i>												
Total.....	.631	.707	.420	.803	.816	.553	.529	.612	.416	.392	.399	.382
New York metropolitan region.....	.621	.705	.451	.830	.862	(1)	.494	.531	.440	.414	(1)	.421
New England region.....	.595	.682	.405	.786	.794	(1)	.486	.576	.404	.388	.413	.355
Regions other than New York metropolitan and New England.....	.706	.743	.421	.809	.818	(1)	.649	.713	.411	.375	.371	(1)

(1) Number of workers insufficient to warrant computation of an average.

TABLE 4.—Percentage Distribution of Jewelry Workers, by Average Hourly Earnings, Sex, and Skill, 1940

Average hourly earnings	All workers			Skilled workers			Semiskilled workers			Unskilled workers		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Under 30.0 cents	0.4	0.4	0.5	—	—	—	0.2	0.2	0.3	1.7	2.8	1.0
Exactly 30.0 cents	10.7	4.2	21.0	1.2	1.0	4.2	12.2	4.5	18.9	20.2	20.0	29.9
30.1 and under 32.5 cents	2.3	.8	4.7	.1	(1)	.8	3.2	1.3	4.8	4.6	3.3	5.3
32.5 and under 35.0 cents	8.1	2.2	17.5	.5	.2	4.2	11.3	3.9	17.6	15.5	7.2	20.1
35.0 and under 37.5 cents	8.7	4.7	15.2	1.3	1.0	6.3	11.4	7.3	15.0	16.9	15.8	17.5
37.5 and under 40.0 cents	4.3	1.7	8.3	.7	.4	5.5	6.1	2.6	9.1	6.8	6.0	7.2
40.0 and under 42.5 cents	7.1	5.8	9.3	2.9	2.1	13.9	9.5	9.8	9.3	9.6	11.9	8.3
42.5 and under 47.5 cents	8.5	7.2	10.5	4.4	3.4	18.1	11.7	12.3	11.1	8.3	10.2	7.2
47.5 and under 52.5 cents	8.1	9.3	6.4	6.1	5.5	15.1	10.6	14.6	7.2	5.6	10.7	2.7
52.5 and under 57.5 cents	5.3	6.6	3.1	5.9	5.6	8.8	6.0	8.6	3.7	2.1	5.0	.5
57.5 and under 62.5 cents	4.7	6.7	1.3	6.5	6.5	7.1	4.3	7.9	1.2	1.7	4.3	.2
62.5 and under 67.5 cents	4.1	6.1	1.0	7.4	7.6	5.9	2.9	5.3	.9	.5	1.3	.1
67.5 and under 72.5 cents	3.5	5.3	.5	6.3	6.6	2.9	2.5	4.9	.5	.1	.3	—
72.5 and under 77.5 cents	2.8	4.5	.2	5.5	5.8	1.3	1.8	3.6	.2	.2	.7	—
77.5 and under 82.5 cents	2.4	4.0	(1)	5.3	5.7	—	1.1	2.4	(1)	.1	.2	—
82.5 and under 92.5 cents	4.2	6.8	.2	9.4	9.9	1.3	1.8	3.6	.2	.1	.3	—
92.5 and under 102.5 cents	4.3	6.9	.2	9.9	10.4	2.1	1.6	3.4	(1)	—	—	—
102.5 and under 112.5 cents	2.8	4.5	.1	7.1	7.4	2.1	.6	1.2	—	—	—	—
112.5 and under 122.5 cents	2.4	3.8	(1)	6.0	6.4	—	.4	.9	(1)	—	—	—
122.5 and under 132.5 cents	1.8	2.9	—	4.7	5.0	—	.3	.6	—	—	—	—
132.5 and under 142.5 cents	1.2	1.9	(1)	2.9	3.1	.4	.2	.5	—	—	—	—
142.5 and under 152.5 cents	1.0	1.6	—	2.6	2.8	—	.1	.3	—	—	—	—
152.5 and under 162.5 cents	.4	.7	—	1.1	1.2	—	.1	.1	—	—	—	—
162.5 cents and over	.9	1.4	—	2.2	2.4	—	.1	.2	—	—	—	—
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers	9,028	5,913	3,715	3,405	3,227	238	4,502	2,088	2,414	1,661	598	1,063

(1) Less than a tenth of 1 percent.

The wide dispersion of earnings and absence of any pronounced central tendency in the data lead to the conclusion that other factors besides differences in sex and skill are needed to account for the wage structure of the jewelry industry. Evidence as to the effect of one of these factors, namely, type of product, is furnished by a comparison of the plant averages.

Although the distribution of plant averages varies considerably among the three wage areas, this difference is due chiefly to variations in the geographical distribution of the precious-jewelry plants and those making medium- and low-priced products. For example, nearly three-fifths of the plants in the New York metropolitan region averaged 65 cents an hour or more and over one-fifth showed averages of 95 cents or more, whereas only slightly more than one-tenth of the New England establishments averaged 65 cents and over, and none had wage levels exceeding 95 cents. This contrast is related to the fact that the precious-jewelry establishments, which predominate in the New York City area, show the highest wage levels, whereas the plants making medium- and low-priced products, which are concentrated in the lower earnings intervals, make up most of the coverage in the New England region. The distribution of plant averages for

those establishments in the New York area which make medium- and low-priced jewelry compares rather closely with that for the same class of plants in the New England region. A similar relationship is also evident in the plant data for the area outside of the New England and New York metropolitan regions. It appears, therefore, that although there are substantial differences between average hourly earnings in plants making different types of products, the regional variations for the industry considered as a whole are not especially significant by themselves.

The variations in hourly earnings by type of product, as shown by the plant average data, are also evident in the distributions of individual employees' earnings. (See table 5.)

TABLE 5.—Percentage Distribution of Jewelry Workers, by Average Hourly Earnings and Type of Product, 1940

Average hourly earnings	Precious jewelry	Medium- and low-priced jewelry	Precious and medium- and low-priced jewelry
Under 30.0 cents	0.5	0.3	0.6
Exactly 30.0 cents	1.7	14.7	5.1
30.1 and under 32.5 cents	.6	3.0	1.4
32.5 and under 35.0 cents	.5	11.6	3.6
35.0 and under 37.5 cents	2.4	11.0	6.5
37.5 and under 40.0 cents	1.2	5.1	4.0
40.0 and under 42.5 cents	1.6	8.3	7.5
42.5 and under 47.5 cents	3.2	9.3	9.5
47.5 and under 52.5 cents	3.3	8.9	9.0
52.5 and under 57.5 cents	2.7	5.5	6.1
57.5 and under 62.5 cents	3.0	4.6	5.9
62.5 and under 67.5 cents	3.4	4.0	5.0
67.5 and under 72.5 cents	4.2	3.1	4.1
72.5 and under 77.5 cents	4.6	2.0	4.1
77.5 and under 82.5 cents	3.2	1.6	4.2
82.5 and under 92.5 cents	8.4	2.5	6.3
92.5 and under 102.5	13.7	1.6	5.9
102.5 and under 112.5 cents	8.6	.9	4.5
112.5 and under 122.5 cents	7.8	1.0	2.7
122.5 and under 132.5 cents	7.6	.5	1.8
132.5 and under 142.5 cents	5.5	.2	.9
142.5 and under 152.5 cents	5.7	.1	.5
152.5 and under 162.5 cents	2.5	(1)	.2
162.5 cents and over	4.1	.2	.6
Total	100.0	100.0	100.0
Number of workers	1,392	6,104	2,132

¹ Less than a tenth of 1 percent.

As pointed out before, both the precious and the medium- and low-priced jewelry classifications embrace a wide variety of products. Sufficient data are available to permit separate analyses of average hourly earnings of employees working on some of these items. In the precious-jewelry group, only the ring-manufacturing plants were sufficiently numerous among those scheduled to yield worth while figures for separate analysis. The averages by product are shown in table 1.

OCCUPATIONAL DIFFERENCES

Table 6 shows the average hourly earnings of the various occupational groups in the jewelry industry, classified by sex and skill.

For the industry as a whole, the occupational averages ranged from \$1.057 for stonemasons, a skilled male occupation, to 34.2 cents for chargers, an unskilled group consisting largely of female workers. It will be observed that many occupations are common to both precious and medium- and low-priced jewelry establishments, as well as plants making both classes of products. Each of the occupational groups, however, received substantially higher average hourly earnings when working on precious jewelry than when working on medium- and low-priced articles. However, a number of the more important occupations in precious-jewelry establishments are rarely encountered in plants making medium- and low-priced items, while the manufacture of medium- and low-priced jewelry involves several operations not common in precious-jewelry establishments. In view of these differences in the occupational structure and relative wage rates as between the two types of products, the occupational averages for precious and medium- and low-priced jewelry combined have very little significance.

TABLE 6.—Average Hourly Earnings of Jewelry Workers, by Type of Product, Occupation, Sex, and Skill, 1940

Occupation, sex, and skill	Number of workers				Average hourly earnings			
	All products	Precious jewelry	Medium- and low-priced jewelry	Precious and medium- and low-priced jewelry	All products	Precious jewelry	Medium- and low-priced jewelry	Precious and medium- and low-priced jewelry
<i>Skilled workers</i>								
<i>Males:</i>								
Annealers.....	32	1	18	13	\$0.621	(1)	(1)	(1)
Colorers and platers.....	130	4	93	33	.642	(1)	\$0.639	\$0.639
Engravers, hand.....	125	45	27	53	.927	\$1.014	.763	.944
Filers.....	27	17	6	4	.676	(1)	(1)	(1)
Foremen, working.....	409	54	249	106	.939	1.347	.857	.937
Jewelers.....	582	391	80	111	1.026	1.134	.791	.863
Machine set-up men.....	59		41	18	.623		.600	(1)
Melters.....	43	14	12	17	.730	(1)	(1)	(1)
Polishers.....	615	118	344	153	.665	.949	.560	.695
Ring makers.....	72	22	16	34	.782	(1)	(1)	.758
Rollers and drawers.....	147	1	72	74	.638	(1)	.642	.637
Stonemasons.....	311	180	58	73	1.057	1.203	.677	.938
Tool and die makers.....	396	63	207	126	.992	1.216	.959	.944
Miscellaneous, skilled, direct.....	197	30	132	35	.818	1.057	.752	.850
Miscellaneous, skilled, indirect.....	82	2	60	20	.743	(1)	.760	(1)
<i>Females:</i>								
Forewomen, working.....	93	1	78	14	.406	(1)	.455	(1)
Polishers.....	86	32	30	24	.554	.664	.454	(1)
Miscellaneous, skilled, direct.....	59	5	43	11	.486	(1)	.419	(1)
<i>Semiskilled workers</i>								
<i>Males:</i>								
Apprentices, first and second year.....	62	33	19	10	.407	.428	(1)	(1)
Apprentices, third and fourth year.....	57	21	22	14	.521	(1)	(1)	(1)

¹ Number of workers insufficient to warrant presentation of an average.

TABLE 6.—Average Hourly Earnings of Jewelry Workers, by Type of Product, Occupation, Sex, and Skill, 1940—Continued

Occupation, sex, and skill	Number of workers				Average hourly earnings			
	All products	Precious jewelry	Medium- and low-priced jewelry	Precious and medium- and low-priced jewelry	All products	Precious jewelry	Medium- and low-priced jewelry	Precious and medium- and low-priced jewelry
<i>Semiskilled workers—Continued</i>								
<i>Males—Continued:</i>								
Assemblers.....	132	11	111	10	\$0.469	(1)	\$0.465	(1)
Bench workers.....	310	42	141	127	.684	\$0.766	.542	\$0.829
Casters.....	77	16	58	3	.520	(1)	.419	(1)
Clerks, factory.....	34	6	17	11	.588	(1)	(1)	(1)
Dippers.....	29	—	26	3	.452	—	.453	(1)
Drop hands and stampers.....	160	37	70	53	.658	.937	.513	.665
Enamellers.....	35	1	12	22	.710	(1)	(1)	(1)
Inspectors.....	30	1	12	17	.491	(1)	(1)	(1)
Painters and decorators.....	58	—	53	5	.469	—	.475	(1)
Press operators.....	446	54	280	112	.635	.772	.454	.499
Scratch brushers.....	56	1	48	7	.466	(1)	.438	(1)
Shipping and stock clerks.....	150	12	94	44	.552	(1)	.562	.497
Solderers, hand.....	135	4	96	35	.565	(1)	.519	.637
Miscellaneous, semiskilled, direct.....	255	13	198	44	.526	(1)	.501	.615
Miscellaneous, semiskilled, indirect.....	62	6	41	15	.544	(1)	.543	(1)
<i>Females:</i>								
Assemblers.....	694	2	629	63	.349	(1)	.346	.377
Bench workers.....	147	1	100	46	.387	(1)	.374	.418
Clerks, factory.....	95	15	61	19	.402	(1)	.376	(1)
Enamellers.....	61	6	21	34	.453	(1)	(1)	.446
Inspectors.....	94	1	69	24	.359	(1)	.339	(1)
Painters and decorators.....	190	—	180	10	.374	—	.364	(1)
Press operators.....	597	1	474	122	.396	(1)	.390	.414
Shipping and stock clerks.....	161	14	102	45	.419	(1)	.392	.444
Solderers, hand.....	186	2	165	19	.400	(1)	.400	(1)
Miscellaneous, semiskilled.....	189	24	122	43	.394	(1)	.377	.414
<i>Unskilled workers</i>								
<i>Males:</i>								
Errand boys.....	106	29	60	17	.353	.387	.341	(1)
Washers and cleaners.....	54	1	49	4	.441	(1)	.443	(1)
Watchmen.....	31	1	15	15	.438	(1)	(1)	(1)
Miscellaneous, unskilled, direct.....	324	22	214	88	.391	(1)	.387	.399
Miscellaneous, unskilled, indirect.....	83	19	47	17	.439	(1)	.415	(1)
<i>Females:</i>								
Carders and packers.....	410	6	343	61	.351	(1)	.343	.385
Chargers.....	72	—	64	8	.342	—	.333	(1)
Stonegluers.....	184	—	182	2	.354	—	.354	(1)
Stringers and rackers.....	167	—	157	10	.346	—	.347	(1)
Miscellaneous, unskilled.....	230	10	186	34	.347	(1)	.336	.382

¹ Number of workers insufficient to warrant presentation of an average.

Weekly Hours and Earnings

ACTUAL HOURS OF WORK

The actual workweek in the industry as a whole averaged 37.8 hours at the time of the survey. (See table 7.) Hours of work averaged 35.7 a week in precious-jewelry plants, as compared with 37.8 in establishments making medium- and low-priced articles, and 39.4 in plants producing both types.

TABLE 7.—Average Weekly Hours and Weekly Earnings of Jewelry Workers, by Type of Product, Sex, and Skill, 1940

Type of product	All workers			Skilled workers			Semiskilled workers			Unskilled workers		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Average weekly hours												
All products.....	37.8	38.3	37.0	37.8	37.9	37.1	37.6	38.4	36.9	38.5	40.6	37.3
Precious jewelry.....	35.7	35.5	37.5	34.8	34.8	34.5	37.2	37.0	38.4	39.9	39.7	40.9
Medium- and low-priced jewelry.....	37.8	38.6	36.9	38.4	38.5	37.9	37.4	38.3	36.8	37.8	40.3	36.8
Precious and medium- and low-priced jewelry..	39.4	40.1	37.6	39.9	40.1	36.7	38.4	39.5	37.0	41.3	42.1	40.3
Average weekly earnings												
All products.....	\$21.96	\$26.90	\$14.09	\$31.62	\$32.58	\$18.55	\$17.39	\$21.18	\$14.12	\$14.16	\$16.20	\$13.01
Precious jewelry.....	33.84	35.16	19.89	38.25	38.87	22.92	25.19	26.80	18.89	16.57	16.52	16.80
Medium- and low-priced jewelry.....	18.23	22.80	13.51	27.22	28.32	16.89	15.75	18.83	13.67	13.61	15.92	12.65
Precious and medium- and low-priced jewelry..	24.87	28.32	15.82	32.05	32.71	20.27	20.29	24.19	15.42	16.17	16.80	15.40

The distribution of employees according to actual hours worked is shown in table 8.

TABLE 8.—Percentage Distribution of Jewelry Workers, by Weekly Hours, Sex, and Skill, 1940

Weekly hours	All workers			Skilled workers			Semiskilled workers			Unskilled workers		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Under 16 hours.....	2.7	2.5	3.1	2.7	2.7	2.5	2.7	2.2	3.2	2.7	2.2	3.0
16 and under 24 hours.....	4.5	4.0	5.4	4.4	4.3	4.6	4.7	3.8	5.5	4.6	3.3	5.3
24 and under 32 hours.....	8.1	7.6	9.0	8.2	8.2	8.8	8.4	7.4	9.2	7.2	4.7	8.7
32 and under 35 hours.....	5.7	5.6	5.7	6.4	6.4	6.7	5.3	5.1	5.6	5.0	3.5	5.8
Exactly 35 hours.....	5.6	7.2	3.1	8.5	8.7	6.3	4.6	5.9	3.5	2.1	3.5	1.3
35.01 and under 40 hours.....	13.0	12.5	13.7	11.8	11.7	13.0	13.6	14.4	13.0	13.4	9.7	15.5
Exactly 40 hours.....	25.2	25.1	25.5	25.6	25.4	26.6	26.9	26.4	27.2	20.5	19.2	21.3
40.01 and under 42 hours.....	6.8	6.5	7.2	6.7	6.6	8.4	6.5	5.7	7.1	7.7	8.5	7.2
Exactly 42 hours.....	13.9	12.4	16.2	10.8	10.8	10.9	14.2	12.7	15.3	19.5	19.5	19.5
42.01 and under 44 hours.....	2.2	2.1	2.3	2.1	2.0	4.2	1.9	2.0	1.9	3.0	3.2	2.9
44 and under 48 hours.....	6.9	6.8	6.9	6.1	6.1	6.3	7.2	7.8	6.7	7.5	7.4	7.5
48 and under 52 hours.....	3.3	4.3	1.8	4.0	4.2	1.3	2.4	3.2	1.7	4.5	8.9	2.0
52 hours and over.....	2.1	3.4	.1	2.7	2.9	.4	1.6	3.4	.1	2.3	6.4	.....
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers.....	9,628	5,913	3,715	3,465	3,227	238	4,502	2,088	2,414	1,661	598	1,063

WEEKLY EARNINGS

Weekly earnings of all workers covered by the survey averaged \$21.96 in February 1940. Male wage earners averaged \$26.90, as compared with \$14.09 for females. The highest weekly earnings were received by skilled males, who averaged \$32.58. The unskilled females had the lowest earnings, averaging \$13.01 a week. An outstanding feature of the weekly wage picture is the wide variation in earnings of men, as compared with women, among the three skill groups. The average for skilled male workers exceeded that of the semiskilled males by \$11.40. For the women, the difference amounted to only \$4.43. Similarly, unskilled men received \$4.98 less than semiskilled men, whereas the unskilled women averaged but \$1.11 less than the average for semiskilled women.

The distribution* of weekly earnings is shown in table 9.

TABLE 9.—Percentage Distribution of Jewelry Workers, by Weekly Earnings, Sex, and Skill, 1940

Weekly earnings	All workers			Skilled workers			Semiskilled workers			Unskilled workers		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Under \$5.....	2.0	1.2	3.1	0.7	0.7	1.3	2.6	1.8	3.3	2.8	2.2	3.2
\$5 and under \$10.....	6.3	3.3	11.1	2.3	2.0	5.0	7.9	4.1	11.1	10.5	7.5	12.2
\$10 and under \$15.....	27.1	12.5	50.0	6.2	5.1	21.4	33.8	17.5	48.2	51.4	35.1	60.7
\$15 and under \$20.....	20.4	16.6	26.6	10.3	8.3	37.5	27.0	25.8	28.1	23.8	28.4	21.2
\$20 and under \$25.....	13.7	17.9	7.0	14.2	13.7	20.6	14.9	23.4	7.5	9.2	20.6	2.7
\$25 and under \$30.....	8.7	13.2	1.6	15.1	15.7	9.2	6.2	11.6	1.5	1.9	5.2	.....
\$30 and under \$35.....	6.8	11.0	.3	13.2	14.0	2.5	4.4	9.2	.2	.3	.8	.....
\$35 and under \$40.....	5.0	8.1	.1	12.1	12.9	1.3	1.5	3.1	.1	.1	.2	.....
\$40 and under \$45.....	3.9	6.3	.1	9.8	10.4	.4	.9	1.8	(1)	.....	.....	.....
\$45 and under \$50.....	2.4	3.8	.1	6.2	6.7	.4	.3	.6	(1)	.....	.....	.....
\$50 and under \$55.....	1.7	2.8	(1)	4.6	4.9	.4	.2	.4	.....	.....	.....	.....
\$55 and over.....	2.0	3.3	.....	5.3	5.6	.....	.3	.7	.....	.....	.....	.....
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers.....	9,628	5,913	3,715	3,465	3,227	238	4,502	2,088	2,414	1,661	598	1,063

¹ Less than a tenth of 1 percent.

UNION WAGES AND HOURS IN THE BAKERY INDUSTRY, JUNE 1, 1940¹

THE average hourly wage rate of union bakery workers in 62 cities was \$0.753 on June 1, 1940. On the basis of reports which furnished comparable rate quotations for identical occupations in both 1939 and 1940, this average represented an increase of 2.7 percent over the average for 1939. Actual rates ranged from \$0.262 for woman beginners in machine shops in Portland, Maine, to \$1.643 for first hands in machine shops doing Hebrew baking in New York City.

Wage payments under bakery agreements are almost universally established on a time basis. Agreements with large factory bakeries generally specify hourly rates, whereas those with the smaller shops specify daily or weekly rates. In order to achieve comparability, these daily and weekly wage scales have been converted to an hourly basis and are so presented throughout this report. The averages cited include all of the occupations specified in the agreements, except apprentices. Variations in the descriptive terminology applied to particular occupations and in the duties assigned to workers in the various classifications prevent the computation of averages by job classifications.

Hourly Wage Rates

Nearly 75 percent of the bakery-union membership in the cities studied had hourly rates between 40 and 90 cents per hour. Within this range the distribution was comparatively even. Rates of 40 to 50 cents per hour were specified for 14.8 percent of the members; of 50 to 60 cents for 12.9 percent; of 60 to 70 cents for 16.1 percent; of 70 to 80 cents for 18 percent; and of 80 to 90 cents for 13.1 percent. Rates between 90 cents and \$1 per hour applied to 7.6 percent of the members, and widely scattered rates of \$1 and more per hour applied to 15.5 percent of the members. Only 2 percent of the membership had hourly rates of less than 40 cents.

Generally the rates of \$1 and over per hour applied to members in shops doing specialty baking, such as Hebrew baking (which accounted for over 80 percent of the members having such rates), Polish baking, French pastry baking, and cake baking. In a number of cities there were rates of \$1 and over per hour for foremen or for journeymen on night shifts, but for journeymen doing ordinary baking on day shifts scales of \$1 and higher were reported only in Butte, Los Angeles, Newark, New York, Phoenix, Portland, Oreg., St. Louis, San Francisco, Seattle, Spokane, and Washington, D. C.

Because of the lack of uniformity in the occupational designations and in the division of work among the rated occupations in the

¹ Prepared by Frank S. McElroy of the Bureau's Industrial Relations Division, under the direction of Florence Peterson, chief.

various cities, no distribution based upon particular occupations was possible. Examination of the reports, however, indicated that the great majority of the rates of less than 60 cents per hour applied to members in the auxiliary occupations, such as icers, slicers, wrappers, packers, checkers, pan greasers, janitors, and general helpers. In the main these occupations were reported only under the agreements with large factory-type bakeries in which the occupational divisions were frequently quite extensive. In the bakers' classifications, rates for benchmen or machinemen, the predominating journeyman designations, were seldom less than 60 cents per hour and were most frequently at least 70 cents per hour. Mixers and ovenmen generally had the highest rates specified in each agreement.

TABLE 1.—*Distribution of Union Members in the Bakery Trades, by Hourly Rates, June 1, 1940*

Classified hourly rates	1940
Average hourly rate.....	\$0. 753
Percent of members whose hourly rates were—	
Under 40 cents.....	2.0
40 and under 50 cents.....	14.8
50 and under 60 cents.....	12.9
60 and under 70 cents.....	16.1
70 and under 80 cents.....	18.0
80 and under 90 cents.....	13.1
90 cents and under \$1.00.....	7.6
\$1.00 and under \$1.10.....	4.6
\$1.10 and under \$1.20.....	2.5
\$1.20 and under \$1.30.....	2.3
\$1.30 and under \$1.40.....	1.2
\$1.40 and under \$1.50.....	1.8
\$1.50 and under \$1.60.....	2.2
\$1.60 and under \$1.70.....	.9

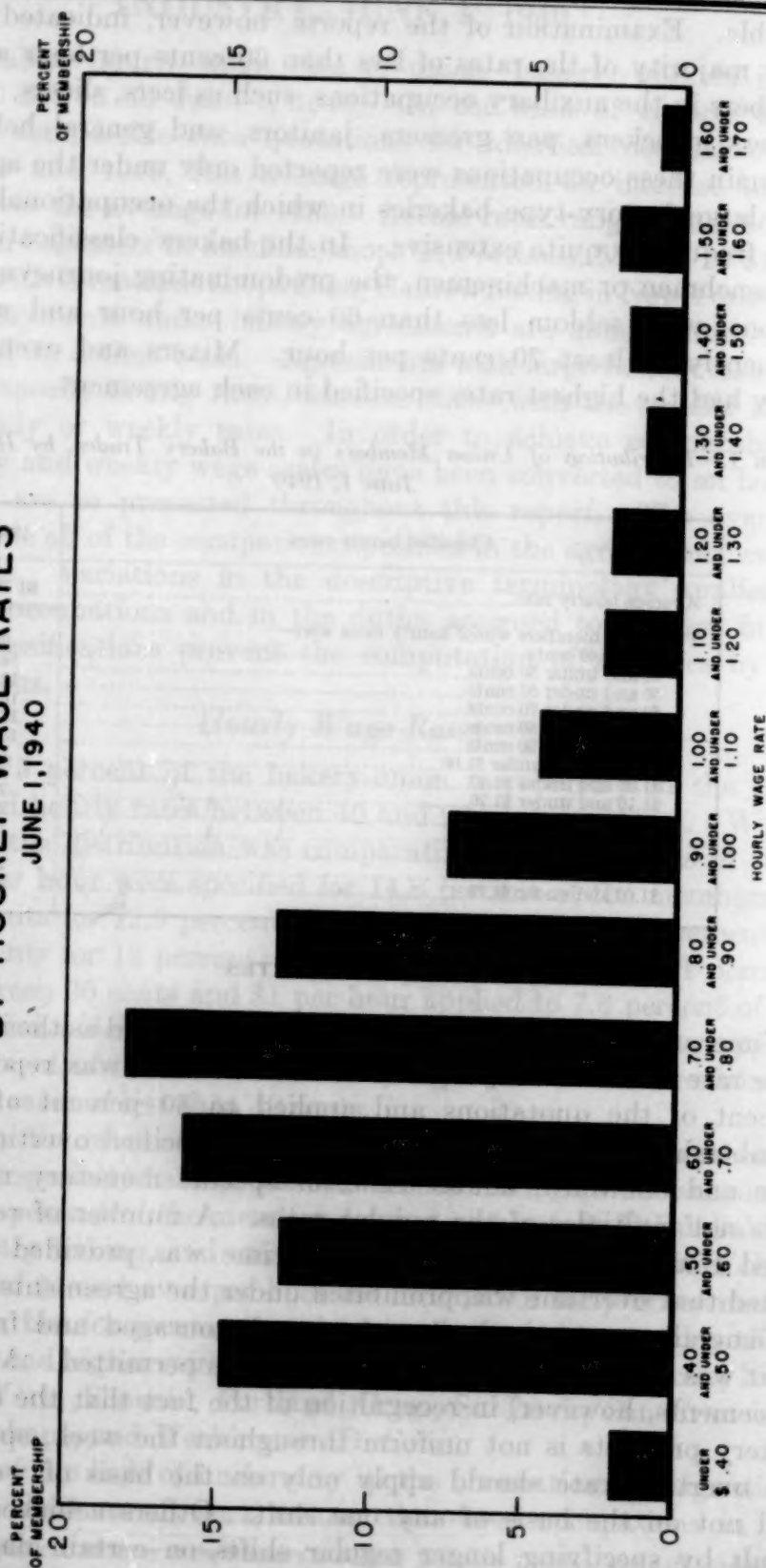
OVERTIME RATES

Time and one-half was predominately specified as the initial overtime rate in the bakery agreements. This rate was reported in 88 percent of the quotations and applied to 80 percent of the total membership reported. A few quotations specified overtime rates of time and one-third, double time, or specific monetary rates which were not multiples of the regular rates. A number of reports indicated that no penalty rate for overtime was provided and a few stated that overtime was prohibited under the agreements.

Generally any overtime work was discouraged and frequently a limit was set upon the amount of overtime permitted. Many of the agreements, however, in recognition of the fact that the demand for bakery products is not uniform throughout the week, specified that the overtime rate should apply only on the basis of weekly hours and not on the basis of any one shift. Others achieved the same result by specifying longer regular shifts on certain days than on others. Not infrequently a tolerance was provided whereby a lim-

DISTRIBUTION OF MEMBERS IN UNION BAKERIES BY HOURLY WAGE RATES

JUNE 1, 1940



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ited amount of overtime could be worked without payment of any penalty rate. The tolerance generally was not over two hours in any week.

The overtime rates provided and the proportion of the union members affected are shown in the following statement:

	Number of quotations	Percent of union members affected
No overtime rate provided.....	20	2.9
Straight time.....	165	5.4
Time and one-third.....	41	3.1
Time and one-half.....	2, 212	79.9
Double time.....	7	1.7
Specified amounts, not a multiple of regular rate.....	28	1.2
Overtime prohibited.....	39	5.8

Maximum Weekly Hours, 1940

The average maximum workweek provided in the union agreements for bakery workers on June 1, 1940, was 41.3 hours. Forty hours constituted the basic workweek for 60.1 percent of the total membership. A limit of 42 hours was reported for 10.4 percent of the members; 44 hours for 6.2 percent; 45 hours for 5.8 percent; and 48 hours for 10.4 percent. Only 1.2 percent of the members included in the survey had agreements permitting more than 48 hours work in any week without payment for overtime. On the other hand 5.8 percent of the members had workweeks of less than 40 hours.

Generally speaking, the workweek in machine shops was limited to 40 hours. Practically all of the hour scales in excess of 42 hours per week applied to hand shops. The only 50-hour scales reported applied to hand shops in Indianapolis and Worcester. The 54-hour scales applied to smaller shops doing Italian-style baking in New York City, and the only 56-hour scale applied not to regular bakers but to plant firemen who were working on a 7-day basis in Des Moines. All of the 36-hour workweeks reported were in Portland, Oreg., San Francisco, and Seattle, where the 6-hour day has been widely adopted. The 35-hour week was in effect only for a part of the Bohemian- and French-style baking in New York City. All of the workweeks of less than 35 hours, reported in Chicago, New York, and Philadelphia, represented work-sharing restrictions imposed upon the members of the unions.

TABLE 2.—*Distribution of Union Members in the Bakery Trades, by Hours per Week, June 1, 1940*

Classified weekly hours	1940
Average weekly hours.....	41.3
Percent of members whose hours per week were—	
24 hours.....	0.4
24½ hours.....	.6
26½ hours.....	1.1
32 hours.....	.2
35 hours.....	.2
36 hours.....	2.4
37½ hours.....	.7
39 hours.....	.2
40 hours.....	60.1
42 hours.....	10.4
44 hours.....	6.2
45 hours.....	5.8
47 hours.....	.1
48 hours.....	10.4
50 hours.....	.1
54 hours.....	1.1
56 hours.....	(¹)

¹ Less than a tenth of 1 percent.

Changes Between 1939 and 1940

WAGE RATES

Nearly half (49.3 percent) of the union members, for whom both 1939 and 1940 rates were reported, had wage-rate increases during the year. The few rate reductions affected only 0.1 percent of the membership. The increases appeared in 544, or 38.7 percent of the quotations which gave data for both years. Five quotations, not quite 0.3 percent, showed decreases.

The amounts of the increases reported ranged as high as 37.5 percent, although the great majority of the advances did not exceed 10 percent of the 1939 rates. The largest percentage increase was that of the porters working under one of the machine-shop agreements in Baltimore, whose rate was raised from 40 to 55 cents per hour. Other proportionately large increases were those of maintenance mechanics under a Des Moines agreement, whose rate advanced from 63 to 83.3 cents per hour; wrapping-machine operators under a New Orleans agreement, who were raised from 35 to 45.8 cents per hour; macaroni bakers' helpers in Chicago, whose rate rose from 25 to 32.5 cents per hour; and matzos and noodle bakers in New York City, whose rate advanced from 42 to 55 cents per hour. No other increases amounting to as much as 30 percent of the 1939 rates were reported. Just about half of the members who benefited by rate increases received pay increases of between 5 and 10 percent, while somewhat over a third received increases of less than 5 percent. Of the total quotations showing rate increases there were 178 indicating advances of under 5 percent, 265 of 5 to 10 percent, 59 of 10 to 15 percent, and 42 of over 15 percent.

	Number of quo- tations	Percent of union mem- bers affected
Increase.....	544	49.3
Under 5 percent.....	178	17.4
5 and under 10 percent.....	265	24.7
10 and under 15 percent.....	59	4.7
15 and under 20 percent.....	19	1.8
20 percent and over.....	23	.7
Decrease.....	5	.1
No change.....	855	50.6

WEEKLY HOURS

The scales of weekly hours reported for over 90 percent of the membership included in the quotations, which gave data for both years, were the same in 1940 as they had been in 1939. Reductions in the maximum weekly hours permitted without payment for over-time were reported in 174 quotations applying to 8.2 percent of the members for whom both 1939 and 1940 data were available. Increases in allowed weekly hours were reported in 15 quotations, but these increases affected only 1 percent of the membership.

	Number of quo- tations	Percent of union mem- bers affected
No change.....	1,215	90.8
Increase.....	15	1.0
Decrease.....	174	8.2

Trend of Wage and Hour Scales

Data based upon comparable quotations for the bakery trades, from which inferences relating to trends may be drawn, are available only for the past four years. Since 1936, however, the movement of wage rates has been consistently upward and that of allowed weekly hours has been consistently downward.

In 1937 the wage rates of union bakery workers were 5.1 percent higher on the average than in 1936. The 1938 study showed an average increase of 2.3 percent over 1937, and in 1939 the reports indicated a further rise of 1.2 percent over 1938. The advance of 2.7 percent on the average between June 1, 1939, and June 1, 1940, indicated by the reports upon which this study is based, was proportionately greater than that of either of the two preceding years, but only slightly more than half as great as the rise from 1936 to 1937.

The year-to-year changes in allowed weekly hours since 1936 have all been small. In 1937, weekly hours, on the average, were 1.6 percent less than in 1936. Subsequent changes have not amounted to more than 0.5 percent in any one year. The average reductions shown for each year in comparison with the immediately preceding

year were 0.4 percent in 1938, 0.2 percent in 1939, and 0.5 percent in 1940.

Scope and Method of the Study

This study is one of a series of annual surveys started in 1907, covering union scales in various trades in the principal cities of the United States. The number of cities included has been gradually increased from 39 in the earliest surveys to 72 in those of recent years. These cities are located in 40 States and the District of Columbia. Effective union agreements providing wage and hour scales for bakery workers were reported in 62 of the 72 cities covered in 1940.

Agents of the Bureau collected the data in personal interviews with some responsible official of each local union included in the study. Each scale was verified by the union official interviewed, and was further checked by comparison with the written agreements when copies were available. Interviews were obtained with 131 union representatives, and 2,512 quotations of scales were received, 1,404 of which included comparable information for both 1939 and 1940. The union membership covered by these contractual scales of wages and hours was 55,514, of which 46,169 were included in the reports which gave comparable rates and hours for 1939. All the data were collected as of June 1.

Averages.—The averages and percents of change given in this report are weighted according to the number of members in the various local unions. Each scale was multiplied by the number of members to whom it was reported to apply. The resulting aggregates were added and their sum was divided by the total number of members used in the weighting. The result is the weighted average. The average thus reflects not only the actual scales of wages and hours provided in union agreements, but also the number of members benefiting from those scales.

The percent of change from the previous year is the ratio between similar aggregates computed from the scales quoted for identical unions and occupational classifications in both years. The weights in both of the aggregates used in each year-to-year comparison were the membership figures reported in the second year.

Because of changes in coverage, the averages should not be compared from year to year for the purpose of determining trend. For trend purposes the percents of change should be used, since these are computed only from comparable quotations, and the influence of changes in coverage has been eliminated. For comparison of the wage and hour scales of union bakers with those of other trades at a given time, the averages should be used.

Changes in coverage.—Prior to 1939 only union members engaged principally in bread baking were included. In the 1939 and 1940 sur-

veys all types of baking and all occupations included under bakery-union agreements have been covered. The 1940 reports included quotations of scales from two cities in which no effective union agreements had been reported previously. The increase in the reported membership from 48,844 in 1939 to 55,514 in 1940, however, came only in a minor part from these cities. The greater proportion of the increase was in the larger cities, and to a considerable extent consisted of expansion of membership in the auxiliary occupations under machine-shop agreements. The influence of this increase in membership among the less skilled baking occupations has tended to make the average rate for all bakery workers for 1940 lower than it would have been, had the expansion been proportionately equal in the more skilled classifications.



UNION WAGES AND HOURS OF STREET-RAILWAY EMPLOYEES, JUNE 1, 1940^a

THE average hourly wage rate of union motormen, conductors, and bus operators in 55 cities was 76.1 cents on June 1, 1940. This average covers motormen, conductors, and bus operators employed on city lines and also those employed on city-suburban lines, when those lines also furnish city service. Employees of strictly intercity lines are not included.

The hourly wage-rate index on June 1, 1940, was 110.4 (1929=100), an advance of 1.1 percent since June 1, 1939. This was the sixth consecutive yearly increase in the index. In 1934, after 3 years of declining wage rates, the index had dropped to 96.1. The present index represents an advance of 14.9 percent from the 1934 low point. The greatest proportionate advances in single years were those between 1936 and 1937, and between 1934 and 1935, which amounted to 4.6 and 3.8 percent, respectively.

TABLE 1.—*Indexes of Union Hourly Wage Rates of Street-Railway Motormen, Conductors, and Bus Drivers, 1929 to 1940*

[1929=100.0]

Year	Index	Year	Index
1929.....	100.0	1935.....	99.8
1930.....	101.0	1936.....	100.6
1931.....	101.0	1937.....	105.3
1932.....	99.0	1938.....	108.3
1933.....	(1)	1939.....	109.2
1934.....	96.1	1940.....	110.4

¹ Not available.

^a Prepared by Frank S. McElroy of the Bureau's Industrial Relations Division, under the direction of Florence Peterson, chief.

Hourly Wage Rates

Hourly wage rates in street-railway and bus operations are generally graduated on the basis of an employee's length of service with the company. Most frequently the agreements provide for an entrance rate, an intermediate rate, and a maximum rate. A considerable number, however, specify several intermediate periods, each with successively higher rates. The specified time for the rate steps varies widely from city to city. The entrance-rate period is usually 3, 6, or 12 months. The maximum rate most frequently applies after 1 year of service, but many agreements provide for longer periods, ranging up to 5 years and including as many as 12 progressive rate steps.

The differences between the entrance rate and the maximum rate ranged from 4 to 32 cents per hour in 1940, the most frequently reported difference being 5 cents.

Rates for operators of 2-man cars were reported in only 19 of the 55 cities included in the survey. In each of these cities the agreements provided higher rates for 1-man-car operators and bus drivers than for motormen and conductors on 2-man cars. Generally the rates for bus drivers were the same as for 1-man-car operators. The differences in favor of 1-man-car operators ranged from 3 to 10 cents per hour, the most frequent being 7 cents.

The entrance rates for 2-man-car operators ranged from 48 cents per hour in Salt Lake City to 75 cents per hour in Chicago and Detroit, the great majority being between 50 and 70 cents per hour. For 1-man car and bus operators the range of entrance rates was from 42 cents per hour in North Little Rock to 81 cents per hour in Pittsburgh, nearly half being between 60 and 70 cents per hour.

Maximum rates for 2-man-car operators ranged from 56 cents per hour in Salt Lake City to 83 cents per hour in Detroit. Excepting only the 80-cent rate in Chicago, all other maximum 2-man rates were at least 63 cents but not over 78 cents per hour. For 1-man car and bus operators the maximum rates ranged from 50 cents in New Orleans to 95.5 cents per hour in Pittsburgh, with 61 percent of the operators in this classification having rates between 70 and 80 cents per hour.

As streetcar and bus operators generally remain permanently in the employ of one company, a very great majority of the union members reported were receiving the maximum rates provided in their respective agreements. Only 2.2 percent of the total membership were receiving less than 60 cents per hour. Nearly 16 percent had rates between 60 and 70 cents per hour; 45.7 percent, between 70 and 80 cents; 29.5 percent, between 80 and 90 cents; and 6.9 percent, between 90 cents and \$1 per hour.

TABLE 2.—*Distribution of Union Street-Railway Employees, by Hourly-Rate Groups, June 1, 1940*

Classified hourly rates	1940
Average rate per hour.....	\$0.761
Percent of members whose rates were—	
40 and under 50 cents.....	.1
50 and under 60 cents.....	2.1
60 and under 70 cents.....	15.7
70 and under 80 cents.....	45.7
80 and under 90 cents.....	29.5
90 cents and under \$1.....	6.9

Slightly more than a third of the 416 quotations which gave data for both years indicated that rate increases had been gained between June 1, 1939, and June 1, 1940. These rate increases were reported in 28 cities and applied to 28.8 percent of the total membership included in the 2-year reports. All of the other reports showed the same rates in effect on June 1, 1940, as on June 1, 1939.

<i>Amount of rate change</i>	<i>Number of quotations</i>	<i>Percent of members affected</i>
No change reported.....	278	71.2
Increases reported.....	138	28.8
Less than 2 percent increase.....	12	3.9
2 and less than 4 percent increase.....	47	10.5
4 and less than 6 percent increase.....	30	9.3
6 and less than 8 percent increase.....	19	3.2
8 and less than 10 percent increase.....	7	.6
10 and less than 12 percent increase.....	15	1.2
12 and less than 14 percent increase.....	5	.1
14 percent and over.....	3	(1)

¹ Less than a tenth of 1 percent.

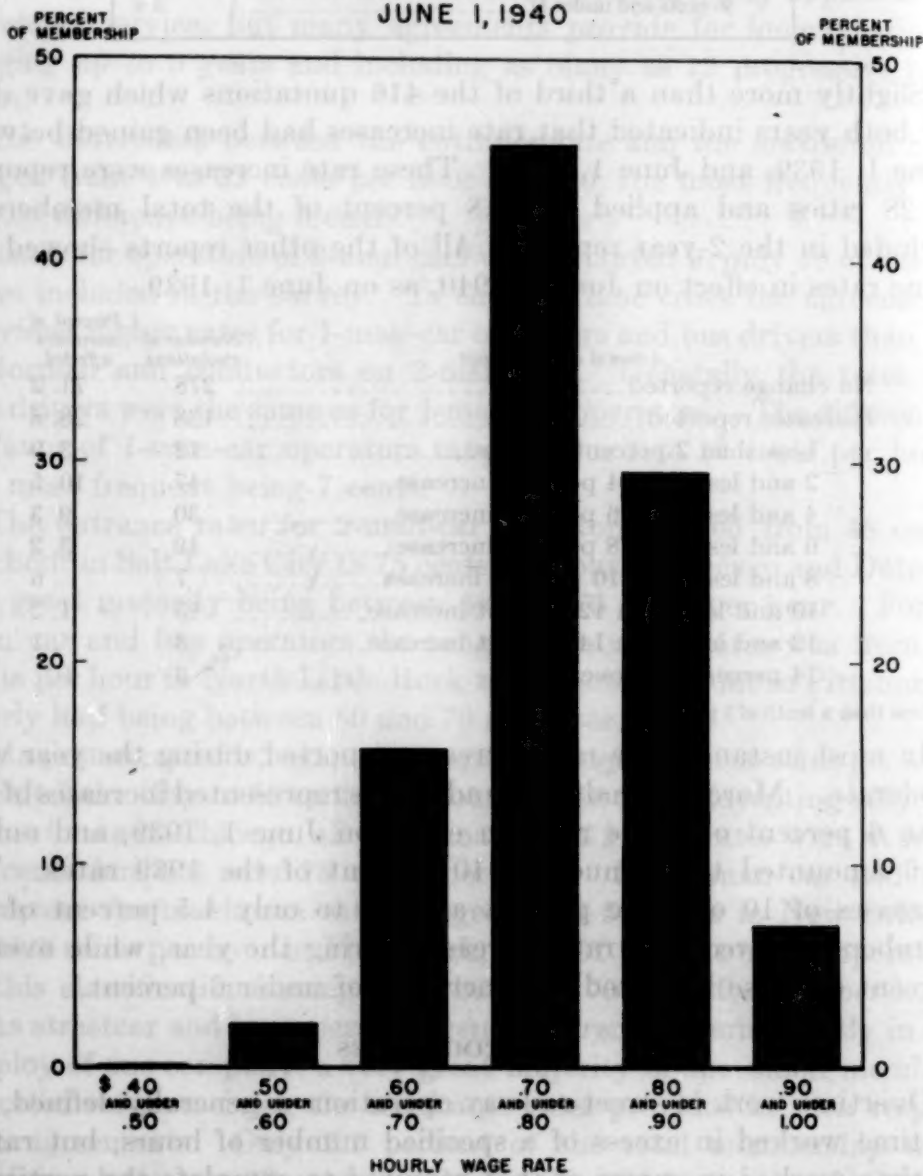
In most instances the rate increases reported during the year were moderate. More than half of the advances represented increases of less than 6 percent over the rates in effect on June 1, 1939, and only 1 in 6 amounted to as much as 10 percent of the 1939 rates. The increases of 10 or more percent applied to only 4.5 percent of the members who received rate increases during the year, while over 82 percent of those benefited had increases of under 6 percent.

OVERTIME RATES

Overtime work in street-railway operations is generally defined, not as time worked in excess of a specified number of hours, but rather as time worked in excess of that required to complete the particular individual's regular run or assignment. Because it is customary in street-railway agreements to require that all work outside the regular assignments be given to men on the extra list, whenever such men are available, overtime work as so defined is not frequently required. Over a fifth of the quotations, therefore, indicated that no provisions

DISTRIBUTION OF UNION STREET-RAILWAY EMPLOYEES ACCORDING TO HOURLY WAGE RATES

JUNE 1, 1940



U. S. BUREAU OF LABOR STATISTICS

for a penalty rate for overtime were included in the agreements. These quotations covered over 8 percent of the total membership reported. Nearly three-fourths of the quotations, applying to 86.8 percent of the membership, however, specified the overtime rate as time and one-half, and a small group of reports indicated that specific monetary rates, which were not multiples of the regular rates, had been established for overtime.

The overtime rates provided and the number of members affected are shown in the following statement:

	Number of quotations	Percent of union- members affected
No rate provided.....	100	8.3
Time and one-half.....	336	86.8
Specified amounts, not a multiple of regular rate..	13	4.9

Hours per Day and Days per Week

Because it is impossible to arrange assignments in street-railway and bus operations to make all runs of equal length, few agreements specify an exact number of hours as constituting either a day's or a week's work. The hour provisions in the agreements reported in 1940 commonly specified a basic number of hours per day, with the proviso that a majority of the regular runs should be arranged to approximate that figure. A basic day of 8 hours was reported in a considerable majority of the quotations. Nine hours constituted the most common basic day in those reports showing other than the 8-hour day.

The 6-day week prevailed generally for street-railway and bus operators in the cities covered by the survey. The 5-day week, however, was reported as being generally observed in Erie, Pa., Manchester, N. H., New Orleans, La., Pittsburgh, Pa., Providence, R. I., San Antonio, Tex., and South Bend, Ind. In Rock Island, Ill., the agreement provided that regular operators should have every sixth day off duty, while the Des Moines, Iowa, agreement provided for 6 days' work to be followed by 2 days off.

Scope and Method of the Survey

This study is one of a series of annual surveys started in 1921. In 1940 the Bureau's agents visited 72 cities and obtained reports of effective union scales for street-railway or bus operators in 55 of those cities.

All of the rates upon which the averages and distributions are based were obtained through personal calls upon responsible officials of the various local unions or divisions. In nearly all cases the quotations were further checked by comparison with the written agreements, copies of which were generally secured for the Bureau's files.

The rates reported were those in effect on June 1, 1940. Wherever possible the comparable rates in effect on June 1, 1939, were also reported. Interviews were obtained with 83 union officials and 449 quotations of rates were received, 416 of which included comparable information for both 1939 and 1940. The union membership covered by these contractual wage rates was 70,557, of which 69,708 were included in the reports which gave comparable rates for 1939.

The average rate and the index numbers presented in this report are weighted according to the number of members in the various local unions. Each rate was multiplied by the number of members to whom it was reported to apply. The resulting aggregates were added and their sum divided by the total number of members used in the weighting. The result is the weighted average. The average thus reflects not only the actual rates provided in union agreements, but also the number of members benefiting from those scales.

The percent of change from the previous year is the ratio between similar aggregates computed from the rates quoted for identical unions and service classifications in both years. The weights in both of the aggregates used in each year-to-year comparison were the membership figures reported in the second year. The current index number was computed by multiplying the index of the previous year by the ratio so obtained.

Because of changes in coverage, the averages should not be compared from year to year for the purpose of determining trend. For trend purposes the index numbers should be used, since these were computed only from comparable quotations and the influence of changes in coverage has been eliminated. For comparison of the general wage level of street-railway and bus operators with those of other occupations at the time the survey was made, the average should be used.

TABLE 3.—Union Rates of Wages of Street-Railway Employees, June 1, 1939, and June 1, 1940, by Cities

City and classification	Rates of wages per hour		City and classification	Rates of wages per hour	
	June 1, 1940	June 1, 1939		June 1, 1940	June 1, 1939
<i>Atlanta, Ga.</i>			<i>Chicago, Ill.—Continued</i>		
2-man cars or feeder bus lines:			Elevated lines—Continued.		
First 9 months.....	\$0.565	\$0.550	Extra guards:		
Second 9 months.....	.615	.600	First 3 months.....	\$0.720	\$0.720
Thereafter.....	.645	.630	4-12 months.....	.730	.730
1-man cars, trolley coaches, or busses:			Thereafter.....	.739	.739
First 9 months.....	.635	.620	Regular guards.....	.748	.748
Second 9 months.....	.685	.670			
Thereafter.....	.715	.700	<i>Cincinnati, Ohio</i>		
<i>Birmingham, Ala.</i>			Cincinnati Street Railway Co.:		
2-man cars:			2-man cars:		
First year.....	.600	.590	First 3 months.....	.620	.620
Second year.....	.620	.610	4-12 months.....	.650	.650
Thereafter.....	.650	.640	Thereafter.....	.670	.670
1-man cars or busses:			1-man cars or busses:		
First year.....	.675	.665	First 3 months.....	.690	.690
Second year.....	.695	.685	4-12 months.....	.720	.720
Thereafter.....	.725	.715	Thereafter.....	.740	.740
<i>Boston, Mass.</i>			City Transit Co.:		
Surface lines:			Busses.....	.740	.740
2-man cars:			Mt. Washington Bus Co. and Valley Bus Co. of Cincinnati, Inc.:		
First 3 months.....	.580	.580	Busses:		
4-12 months.....	.640	.640	First 3 months.....	.690	.690
Thereafter.....	.780	.780	4-12 months.....	.720	.720
1-man cars or busses.....	.880	.880	Thereafter.....	.740	.740
Rapid transit lines:			<i>Cleveland, Ohio</i>		
Guards:			2-man cars:		
First 3 months.....	.580	.580	First 3 months.....	.670	.670
4-12 months.....	.640	.640	4-12 months.....	.700	.700
Thereafter.....	.780	.780	Thereafter.....	.720	.720
Motormen.....	.830	.830	1-man cars and busses:		
<i>Butte, Mont.</i>			First 3 months.....	.740	.740
Busses.....	.800	.800	4-12 months.....	.770	.770
<i>Charleston, S. C.</i>			Thereafter.....	.790	.790
Busses:			<i>Columbus, Ohio</i>		
First 3 months.....	.560	.530	1-man cars and class A busses:		
4-12 months.....	.580	.550	First 3 months.....	.600	.600
Thereafter.....	.600	.570	4-12 months.....	.630	.630
<i>Chicago, Ill.</i>			Thereafter.....	.650	.650
Surface lines:			Class B busses:		
2-man cars:			First 3 months.....	.560	.560
First 3 months.....	.750	.750	4-12 months.....	.590	.590
4-12 months.....	.780	.780	Thereafter.....	.610	.610
Thereafter.....	.800	.800	Class C busses:		
Night cars.....	.820	.820	First 3 months.....	.500	.500
1-man cars.....	.880	.880	4-12 months.....	.530	.530
Night cars.....	.900	.900	Thereafter.....	.550	.550
Busses:			<i>Davenport, Iowa</i>		
Day service, gas or trolley.....	.880	.880	(See Rock Island (Ill.) district.)		
Night service, gas or trolley.....	.900	.900	<i>Dayton, Ohio</i>		
Day service, less than 40-passenger busses.....	.800	.800	Motormen:		
Elevated lines:			First 3 months.....	.610	.610
Extra conductors:			4-12 months.....	.630	.630
First year.....	.748	.748	Thereafter.....	.650	.650
Thereafter.....	.768	.768	Dayton City Line:		
Regular conductors.....	.766	.766	Electric cars.....	.480	.480
Motormen:			<i>Denver, Colo.</i>		
First 3 months (extra).....	.757	.757	2-man cars:		
4-12 months (extra).....	.766	.766	First 3 months.....	.590	.575
Thereafter (regular or extra).....	.811	.811	4-12 months.....	.600	.585
			13-18 months.....	.610	.595
			19-24 months.....	.620	.605
			Thereafter.....	.630	.615

TABLE 3.—Union Rates of Wages of Street-Railway Employees, June 1, 1939, and June 1, 1940, by Cities—Continued

City and classification	Rates of wages per hour		City and classification	Rates of wages per hour	
	June 1, 1940	June 1, 1939		June 1, 1940	June 1, 1939
Denver, Colo.—Continued			Little Rock, Ark.		
1-man cars or busses:			1-man cars or busses:		
First 3 months.....	\$0.640	\$0.625	First 6 months.....	\$0.460	\$0.460
4-12 months.....	.650	.635	7-12 months.....	.480	.480
13-18 months.....	.660	.645	Second year.....	.510	.510
19-24 months.....	.670	.655	Third year.....	.540	.540
Thereafter.....	.680	.665	Thereafter.....	.600	.600
Des Moines, Iowa			North Little Rock Division:		
1-man cars or busses:			1-man cars or busses:		
First 3 months.....	.625	.625	First 6 months.....	.420	.420
4-12 months.....	.655	.655	7-12 months.....	.450	.450
Thereafter.....	.700	.700	Second year.....	.480	.480
Detroit, Mich.			Thereafter.....	.530	.500
2-man cars:			Los Angeles, Calif.		
First 6 months.....	.750	.730	Los Angeles Railway Co.:		
7-12 months.....	.790	.770	2-man cars:		
Thereafter.....	.830	.810	First year.....	.560	.530
Owl cars.....	.930	.910	Second year.....	.620	.590
1-man cars or busses:			Thereafter.....	.650	.620
First 6 months.....	.780	.730	Los Angeles Railway Co. and		
7-12 months.....	.820	.770	Los Angeles Motor Coach Co.:		
Thereafter:			Busses:		
Busses.....	.860	.810	First year.....	.630	.590
Street cars.....	.860	.860	Second year.....	.690	.650
Owl busses.....	.960	.910	Thereafter.....	.720	.680
Duluth, Minn.			Pacific Electric Co.:		
Busses:			Local, 2-man cars:		
First year.....	.560	.560	First 3 months.....	.635	.635
Second year.....	.590	.590	4-12 months.....	.645	.645
Thereafter.....	.610	.610	Second year.....	.660	.660
Erie, Pa.			Thereafter.....	.680	.680
Busses:			Interurban, 2-man cars:		
First 3 months.....	.600	.580	First 3 months.....	.655	.655
4-12 months.....	.660	.630	4-12 months.....	.665	.665
Thereafter.....	.690	.660	Second year.....	.680	.680
Grand Rapids, Mich.			Thereafter.....	.700	.700
Busses.....	1.590	.550	Single track service or bus		
Indianapolis, Ind.			operations:		
1-man cars or busses:			First 3 months.....	.705	.705
First year.....	.630	.630	4-12 months.....	.715	.715
Second year.....	.650	.650	Second year.....	.730	.730
Third year.....	.670	.670	Thereafter.....	.750	.750
Thereafter.....	.700	.700	Madison, Wis.		
Jackson, Miss.			Busses:		
Busses:			First 6 months.....	.570	.520
First 6 months.....	.530	.450	7-12 months.....	.600	.550
7-12 months.....	.580	.490	13-18 months.....	.620	.570
Second year.....	.580	.530	Thereafter.....	.640	.590
3-5 years.....	.580	.550	Manchester, N. H.		
Thereafter.....	.580	.565	Busses:		
Jacksonville, Fla.			First 3 months.....	.550	.550
Busses:			4-12 months.....	.610	.610
First 6 months.....	.490	.460	Thereafter.....	.670	.670
7-12 months.....	.500	.470	Memphis, Tenn.		
Second year.....	.510	.480	1-man cars or busses:		
Third year.....	.520	.490	First year.....	.605	.575
Fourth year.....	.530	.500	Second year.....	.655	.625
Thereafter.....	.540	.510	Thereafter.....	.705	.675
Milwaukee, Wis.			2-man cars:		
2-man cars:			First year.....	.670	.670
First year.....	.670	.670	Second year.....	.690	.690
Second year.....	.690	.690	Third year.....	.710	.710
Third year.....	.710	.710	Thereafter.....	.730	.730
Thereafter.....	.730	.730			

1 60 cents per hour after Dec. 1, 1940.

TABLE 3.—Union Rates of Wages of Street-Railway Employees, June 1, 1939, and June 1, 1940, by Cities—Continued

City and classification	Rates of wages per hour		City and classification	Rates of wages per hour	
	June 1, 1940	June 1, 1939		June 1, 1940	June 1, 1939
<i>Milwaukee, Wis.—Continued</i>			<i>New York, N. Y.—Continued</i>		
1-man cars or busses:			Surface cars—Continued.		
First year.....	\$0.720	\$0.720	Brooklyn - Queens Transit Lines:		
Second year.....	.740	.740	First year.....	\$0.521	
Third year.....	.760	.760	13-18 months.....	.528	\$0.528
Thereafter.....	.780	.780	19-24 months.....	.550	.550
<i>Minneapolis, Minn.</i>			25-30 months.....	.572	.572
2-man cars:			31-36 months.....	.594	.594
First year.....	.590	.590	37-42 months.....	.616	.616
Second year.....	.620	.620	43-48 months.....	.638	.638
Thereafter.....	.650	.650	Fifth year.....	.660	.660
1-man cars or busses:			Thereafter.....	.770	.770
First year.....	.680	.660	Queensboro Bridge Railway	.680	
Second year.....	.710	.690	Subway and elevated lines:		
Thereafter.....	.750	.730	I. R. T.:		
<i>Moline, Ill.</i>			Motormen:		
(See Rock Island (Ill.) district)			First year.....	.858	.783
<i>Newark, N. J.</i>			Second year.....	.953	.858
1-man cars or busses:			Thereafter.....	.953	.953
First 3 months.....	.660	.630	Yard motormen:		
4-12 months.....	.680	.650	First year.....	.659	.659
Thereafter.....	.700	.670	Thereafter.....	.750	.690
Ironbound Transportation Co.:			Conductors:		
Busses:			First 2 years.....	.648	.648
Class A.....	.600	.570	Thereafter.....	.700	.700
Class B.....	.560	.530	Conductors, M. U. D. C.: ¹		
Class C.....	.530	.500	First 2 years.....	.668	.668
Class D.....	.510	.480	Thereafter.....	.700	.689
Class E.....	.480	.450	Trainmen:		
<i>New Haven, Conn.</i>			First year.....	.574	.574
1-man cars:			Second year.....	.583	.583
First 3 months.....	.640	.620	Thereafter.....	.633	.619
4-12 months.....	.670	.650	Trainmen, M. U. D. C.: ²		
Thereafter.....	.710	.690	First year.....	.594	.594
Busses.....	.710	.690	Second year.....	.605	.605
<i>New Orleans, La.</i>			Thereafter.....	.655	.641
Busses (Algiers Division):			B. M. T. Lines:		
First 6 months.....	.450	.400	Operators:		
7-12 months.....	.460	.410	First year.....	.702	.792
13-18 months.....	.470	.420	Second year.....	.869	.869
19-24 months.....	.480	.430	Thereafter.....	.957	.957
25-30 months.....	.490	.440	Conductors:		
Thereafter.....	.500	.450	First 2 years.....	.638	.638
<i>New York, N. Y.</i>			Thereafter.....	.660	.660
Surface cars:			Trainmen:		
Third Ave. Railway System:			First 2 years.....	.521	.521
First 3 months.....	.460	.460	Third and fourth		
4-6 months.....	.480	.480	years.....	.528	.528
7-9 months.....	.500	.500	Fifth year.....	.561	.561
10-12 months.....	.530	.530	Thereafter.....	.616	.616
13-15 months.....	.550	.550	Busses:		
16-18 months.....	.570	.570	Avenue B and East Broad-		
19-21 months.....	.590	.590	way Transit Co.:		
22-24 months.....	.610	.610	First 6 months.....	.500	.500
Third year.....	.700	.700	7-12 months.....	.560	.520
Fourth year.....	.710	.710	Second year.....	.620	.550
Fifth year.....	.720	.720	Third year.....	.640	.570
Thereafter.....	.760	.760	Fourth year.....	.690	.620
Special beginners' rate ².....	.600	.600	Thereafter.....	.740	.650
			Bee Line, Inc.:		
			First year.....	.550	.550
			Second year.....	.570	.570
			Third year.....	.600	.600
			Fourth year.....	.630	.630
			Thereafter.....	.700	.700
			Brooklyn Bus Corporation:		
			First year.....	.521	.521
			13-18 months.....	.528	.528
			19-24 months.....	.550	.550
			25-30 months.....	.572	.572

¹ Applies only to men transferring from other departments of the company and having at least 1½ years' service. The regular third-year rate applies after 1 year in car or bus service.

² Multiple-unit-door control.

TABLE 3.—Union Rates of Wages of Street-Railway Employees, June 1, 1939, and June 1, 1940, by Cities—Continued

City and classification	Rates of wages per hour		City and classification	Rates of wages per hour	
	June 1, 1940	June 1, 1939		June 1, 1940	June 1, 1939
New York, N. Y.—Continued			New York, N. Y.—Continued		
Busses—Continued.			Busses—Continued.		
Brooklyn Bus Corporation—Continued.			Schenck Transportation Co.:		
31-36 months.....	\$0.594	\$0.594	First year.....	\$0.650	\$0.650
37-42 months.....	.616	.616	Second year.....	.680	.680
43-48 months.....	.638	.638	Thereafter.....	.725	.725
Fifth year.....	.660	.660	Staten Island Coach Co.:		
Thereafter.....	.770	.770	First 3 months.....	1.615	
Comprehensive and East Side Omnibus Corporations:			4-6 months.....	1.640	
First 3 months.....	.560	.560	7-9 months.....	1.665	
4-12 months.....	.633	.633	10-12 months.....	1.690	
Second year.....	.680	.680	13-18 months.....	1.715	
Third year.....	.715	.715	19-24 months.....	1.750	
Fourth year.....	.750	.750	Thereafter.....	1.785	
Fifth year.....	.820	.800	Steinway Omnibus Co.:		
Thereafter.....	.820	.820	First 3 months.....	.460	
Fifth Avenue Coach Co.:			4-6 months.....	.480	
Drivers:			7-9 months.....	.500	
First year.....	.600	.600	10-12 months.....	.510	
Second year.....	.760	.760	13-15 months.....	.520	
Third year.....	.790	.790	16-18 months.....	.540	
Fourth year.....	.800	.800	19-21 months.....	.560	
Thereafter.....	.810	.810	22-24 months.....	.580	
Conductors:			Third year.....	.590	
First year.....	.620	.620	Fourth year.....	.620	
Second year.....	.690	.690	Fifth year.....	.630	
Third year.....	.720	.720	Thereafter.....	.700	
Fourth year.....	.730	.730	Third Avenue Railway System:		
Thereafter.....	.740	.740	First 3 months.....	.460	.460
Green Lines:			4-6 months.....	.480	.480
First year.....	.605	.550	7-9 months.....	.500	.500
Second year.....	.630	.570	10-12 months.....	.530	.530
Third year.....	.660	.600	13-15 months.....	.550	.550
Fourth year.....	1.770	.630	16-18 months.....	.570	.570
Thereafter.....	1.770	.700	19-21 months.....	.590	.590
Jamaica Busses, Inc.:			22-24 months.....	.610	.610
First year.....	.550		Third year.....	.700	.700
Second year.....	.580		Fourth year:		
Third year.....	.610		First employment before Dec. 1936.....	.730	.730
Fourth year.....	.650		First employment after Dec. 1936.....	.710	.710
Thereafter.....	.700		Fifth year.....	.750	.750
Manhattan and Queens Line:			Thereafter.....	.780	.780
First 6 months.....	.610	.575	Special beginners' rate ¹.....	.600	.600
7-12 months.....	.640	.599	Oklahoma City, Okla.		
Second year.....	.665	.630	1-man cars and busses:		
Third year.....	.690	.662	First 6 months.....	.620	.620
Thereafter.....	.770	.735	7-12 months.....	.660	.660
N. Y. Omnibus Co.:			Second year.....	.680	.680
First 6 months.....	.610	.610	Thereafter.....	.700	.700
7-12 months.....	.700	.700	Interurban cars.....	.750	.750
Second year.....	.760	.760	Peoria, Ill.		
Third year.....	.820	.820	2-man cars:		
Fourth year.....	.840	.840	First year.....	.610	.610
Thereafter.....	.900	.900	Second year.....	.630	.630
North Shore Bus Line Co.:			Thereafter.....	.650	.650
First year.....	.605	.550	1-man cars, trackless trolleys, or busses:		
Second year.....	.627	.570	First year.....	.660	.660
Third year.....	.660	.600	Second year.....	.680	.680
Fourth year.....	.693	.630	Thereafter.....	.700	.700
Thereafter.....	.770	.700	Philadelphia, Pa.		
Queens-Nassau Transit Lines, Inc.:			Surface lines:		
First year.....	.580		2-man cars:		
Second year.....	.620		First 6 months.....	.650	.650
Third year.....	.660		7-12 months.....	.675	.675
Fourth year.....	.710				
Thereafter.....	.740				

¹ Applies only to men transferring from other departments of the company and having at least 1½ years' service. The regular third-year rate applies after 1 year in car or bus service.

² 79 cents per hour after Nov. 4, 1940.

³ 4 cents per hour increase after Aug. 1, 1940.

TABLE 3.—Union Rates of Wages of Street-Railway Employees, June 1, 1939, and June 1, 1940, by Cities—Continued

City and classification	Rates of wages per hour		City and classification	Rates of wages per hour	
	June 1, 1940	June 1, 1939		June 1, 1940	June 1, 1939
<i>Philadelphia, Pa.—Continued</i>			<i>Rock Island (Ill.) district</i>		
Surface lines—Continued.			Busses:		
2-man cars—Continued.			First 6 months.....	\$0.625	\$0.610
13-18 months.....	\$0.700	\$0.700	7-12 months.....	1.645	.630
19-24 months.....	.725	.725	Thereafter.....	1.665	.650
Thereafter.....	.750	.750			
1-man cars:			<i>St. Louis, Mo.</i>		
First 6 months.....	.700	.700	2-man cars:		
7-12 months.....	.725	.725	First 6 months.....	.540	.540
13-18 months.....	.750	.750	7-12 months.....	.600	.600
19-24 months.....	.775	.775	13-18 months.....	.660	.660
Thereafter.....	.800	.800	Thereafter.....	.710	.710
Subway and elevated lines:			1-man cars and busses:		
Motormen:			First 6 months.....	.610	.610
First 6 months.....	.680	.680	7-12 months.....	.670	.670
7-12 months.....	.705	.705	13-18 months.....	.730	.730
13-18 months.....	.730	.730	Thereafter.....	.780	.780
19-24 months.....	.775	.775			
Thereafter.....	.780	.780	<i>St. Paul, Minn.¹</i>		
Conductors:			<i>Salt Lake City, Utah</i>		
First 6 months.....	.650	.650	2-man cars:		
7-12 months.....	.675	.675	First year.....	.480	.480
13-18 months.....	.700	.700	Thereafter.....	.560	.560
19-24 months.....	.725	.725	1-man cars and busses:		
Thereafter.....	.750	.750	First year.....	.530	.530
Busses:			Thereafter.....	.610	.610
First 6 months.....	.730	.730	Extra men.....	.610	.610
7-12 months.....	.755	.755			
13-18 months.....	.780	.780	<i>San Antonio, Tex.</i>		
19-24 months.....	.805	.805	Busses.....	.745	.745
Thereafter.....	.830	.830			
<i>Phoenix, Ariz.</i>			<i>San Francisco, Calif.</i>		
1-man cars and busses.....	.750	.750	2-man cars:		
<i>Pittsburgh, Pa.</i>			First 6 months.....	\$.600	.600
1-man cars:			7-12 months.....	1.625	.625
First 3 months.....	.810	.810	13-18 months.....	1.650	.650
4-12 months.....	.900	.900	19-30 months.....	1.675	.675
Thereafter.....	.955	.955	Thereafter.....	1.700	.700
Busses:			Busses:		
First 3 months.....	.630	.630	First 6 months.....	1.700	.675
4-12 months.....	.740	.740	7-12 months.....	1.725	.700
Second year.....	.770	.770	13-18 months.....	1.750	.725
Thereafter.....	.780	.780	19-30 months.....	1.775	.750
<i>Portland, Maine</i>			Thereafter.....	1.800	.775
1-man cars and busses.....	.650	.650	Calif. Cable R. R.:		
<i>Portland, Oreg.</i>			Gripmen or conductors.....	.725	.725
1-man cars and busses:			<i>Scranton, Pa.</i>		
First 3 months.....	.780	.780	1-man cars and busses:		
4-12 months.....	.810	.810	First 3 months.....	.630	.630
Thereafter.....	.830	.830	4-12 months.....	.680	.680
1-man interurban cars.....	.720	.720	Thereafter.....	.710	.710
<i>Providence, R. I.</i>			Extra men.....	.710	.710
1-man cars and busses:			<i>South Bend, Ind.</i>		
First 3 months.....	.725	.700	1-man cars and busses.....	.650	.650
4-12 months.....	.755	.730	<i>Springfield, Mass.</i>		
Thereafter.....	.775	.750	1-man cars and busses:		
<i>Rochester, N. Y.</i>			First 3 months.....	.640	.630
1-man cars and busses:			4-12 months.....	.690	.680
First 3 months.....	\$.680	.660	Thereafter.....	.730	.720
4-12 months.....	1.700	.680	<i>Toledo, Ohio</i>		
Thereafter.....	1.720	.700	1-man cars and busses:		
2-man subway cars.....	1.690	.670	First 6 months.....	.670	.650
			7-12 months.....	.690	.670
			Thereafter.....	.720	.700

¹ 1 cent per hour increase after Oct. 1, 1940.² 2 cents per hour increase after Sept. 1, 1940.³ Rates are the same as for Minneapolis.⁴ 2½ cents per hour increase after Sept. 1, 1940.

TABLE 3.—Union Rates of Wages of Street-Railway Employees, June 1, 1939, and June 1, 1940, by Cities—Continued

City and classification	Rates of wages per hour		City and classification	Rates of wages per hour	
	June 1, 1940	June 1, 1939		June 1, 1940	June 1, 1939
<i>Washington, D. C.</i>			<i>York, Pa.</i>		
2-man cars:			Busses:		
First 3 months.....	\$0.630	\$0.610	First year.....	\$0.560	\$0.560
4-12 months.....	.670	.650	Second year.....	.570	.570
Thereafter.....	.690	.670	Third year.....	.580	.580
1-man cars and busses:			Fourth year.....	.590	.590
First 3 months.....	.700	.680	Thereafter.....	.600	.600
4-12 months.....	.740	.720			
Thereafter.....	.760	.740	<i>Youngstown, Ohio</i>		
<i>Worcester, Mass.</i>			1-man cars and busses:		
1-man cars and busses:			First 3 months.....	.650	.650
First 3 months.....	.660	.660	4-12 months.....	.700	.700
4-12 months.....	.710	.710	Thereafter.....	.750	.750
Thereafter.....	.760	.760			

PREINVASION WAGES IN DENMARK, 1938-39 ¹

INCREASES in average hourly wages of about 5 øre ² in 1939, as compared with 1938, are shown in table 1 for different groups of workers in Denmark as a whole, and for Copenhagen and the Provinces.

TABLE 1.—Average Hourly Wages of Industrial Workers in Denmark in 1938 and 1939

Group of workers	Average hourly wages (in øre)					
	1938	1939	1938	1939	1938	1939
	Entire country		Copenhagen		Provinces	
All workers.....	142	147	153	158	136	140
Male workers.....	151	156	171	176	141	146
Skilled.....	166	172	187	192	151	155
Unskilled.....	140	146	154	159	136	141
Female workers.....	94	96	97	99	89	91

Both the seasonal and daily wages of farm hands showed considerable increases from 1937-38 to 1939-40, ranging for seasonal workers from 22 kroner for female farm hands to 91 kroner for foremen in the summer, and from 0.42 krone for winter, permanent day laborers (with board) to 0.88 krone for temporary day laborers (without board) in the autumn. Table 2 gives both seasonal and daily wages by class of worker from 1937 to 1940.

¹ Denmark. Statistiske Departement. Statistisk Aarbog, 1940. Copenhagen, 1940.

² Danish krone (100 øre) in 1939=20.3 cents.

TABLE 2.—Average Seasonal Wages of Farm Hands in Denmark in 1937-40

Year (May 1 to Apr. 30) and season	Average wages (in kroner) per season—						Average wages (in kroner) per day, of day laborers—				
	Farm hands aged—			Foremen	Cattlemen (with board)	Female farm hands aged—		With board		Without board	
	Under 17 years	17 to 21 years	Over 21 years			Under 18 years	Over 18 years	Temporary	Permanent	Temporary	Permanent
1937-38:											
Summer.....	305	448	533	585	581	226	287	4.92	4.30	6.01	5.22
Autumn.....	305	448	533	585	581	226	287	5.49	4.80	6.75	6.04
Winter.....	192	270	325	356	472	195	248	4.04	3.61	5.25	4.81
1938-39:											
Summer.....	334	493	578	638	621	241	304	5.35	4.58	6.29	5.58
Autumn.....	334	493	578	638	621	241	304	6.00	5.14	7.21	6.44
Winter.....	217	300	355	389	520	206	267	4.40	3.82	5.76	5.12
1939-40:											
Summer.....	353	527	613	676	658	248	312	5.48	4.84	6.79	5.79
Autumn.....	353	527	613	676	658	248	312	6.19	5.58	7.63	6.71
Winter.....	236	329	391	422	550	219	275	4.61	4.03	5.92	5.35

Building Operations

RESIDENTIAL CONSTRUCTION, FIRST 9 MONTHS OF 1940

Summary

APPROXIMATELY 391,000 new dwelling units were provided for families in nonfarm areas during the first 9 months of 1940. The estimates, based upon a large sample of building-permit reports, show a 13-percent increase over the same period of 1939. The estimate for the third quarter of 1940 alone was 21 percent higher than for the third quarter of 1939 and 5 percent higher than during the second quarter of 1940.

Publicly financed projects which got under way during the third quarter of 1940 contained 17,664 dwelling units. This brought the 9-month total to 39,150, all except 878 of which were sponsored by the United States Housing Authority. Included in the third-quarter total were 2,635 USHA units designated for defense purposes.

The permit valuation of the 391,000 new units is estimated at \$1,322,000,000. This includes contract awards aggregating \$119,000,000 on new publicly financed projects.

Scope of Report

The "nonfarm area" of the United States can, in general, be described as consisting of all urban and rural nonfarm places. The urban group includes all incorporated places with a population of 2,500 or more and also a small group of towns specially classified as urban. Incorporated places of less than 2,500 population, as well as unincorporated areas excluding farms, are designated as "rural nonfarm." The classifications used here and also the groupings by size of city are based upon the 1930 census. Revisions will be made when data from the 1940 census are complete.¹

The estimates of new residential construction presented are derived from a large sample of building-permit reports. The Bureau of Labor Statistics began collecting such data as early as 1920, at first includ-

¹ Preliminary census data for 1940 indicate that for cities over 10,000 population alone there are 172 changes in city-size classification.

ing only the larger cities. The coverage of the sample has since been steadily extended until it now includes more than 2,000 cities of 1,000 population or over. Reporting cities have an aggregate population of approximately 61,000,000. In addition to this sample of cities, the Bureau receives building-permit reports covering the unincorporated areas of a small number of counties. An attempt is now being made to increase the sample to include some incorporated places of less than 1,000 population and a larger number of counties. The fact that no reports at all are available regarding construction on farms explains the restriction of the present estimates to nonfarm areas.

New Dwellings, First 9 Months of 1940

Estimates based upon building permits indicate that approximately 391,000 new dwelling units were provided in nonfarm areas during the first 9 months of 1940. Despite a slow start in the first quarter, this total represents an increase of 13 percent over the number provided during the same period of last year. It is expected that residential-construction reports for the entire year of 1940 will show a larger number of new units than were provided in 1929, the last high year before the depression. It is also of interest to note that the percent of increase in residential construction over last year exceeds that shown in nonresidential building, as measured by either building permits issued or construction contracts awarded.

Erection of 1- and 2-family dwellings seems to have grown at the expense of apartment units during the first 9 months of 1940. For the nonfarm area as a whole, the 1-family type, with 51,000 more new units, increased 19 percent over the corresponding period of 1939, and the 2-family type, 58 percent. Apartments, however, showed a decrease of 23 percent. Deducting the publicly financed units from the totals causes a major change only for the 2-family classification. For privately financed units alone, the 1- and 2-family types were 20 and 21 percent greater, respectively; the multifamily type, 21 percent smaller.

Of the 391,000 new units in the first 9 months of 1940, 80 percent were 1-family, 6 percent, 2-family, and 14 percent, multifamily. More than half of the 2-family and nearly three-fourths of the apartment units were in cities of over 100,000 population. New York City alone accounted for 17,085 of the apartment units.

The net gain in dwelling units during the first 9 months of 1940, as compared with the corresponding period of 1939, was not due to cities of any one size group. Except for cities of over 500,000 population, all urban population groups, and rural nonfarm as well, shared in the increase. In cities of 500,000 and over, the upward trends in 1- and 2-family units were not sufficient to offset the 12,000 drop in apartments. These trends are presented in table 1.

TABLE 1.—*New Dwelling Units in Nonfarm Areas, First 9 Months of 1939 and 1940, by Population Group and Type of Dwelling*

Population group	All types		1-family dwellings		2-family dwellings ¹		Multifamily dwellings ²	
	First 9 months of—							
	1940	1939	1940	1939	1940	1939	1940	1939
Total nonfarm.....	391,417	347,776	313,615	263,010	25,069	15,909	52,733	68,857
Percent of change.....	+12.5		+19.2		+57.6		-23.4	
Total urban.....	283,978	254,587	212,460	176,654	22,066	12,986	49,452	64,947
500,000 population and over.....	73,836	79,023	39,180	35,831	6,553	2,741	28,103	40,451
100,000 to 500,000 population.....	60,332	53,641	43,555	37,741	6,626	3,958	10,151	11,942
50,000 to 100,000 population.....	24,904	20,173	19,776	15,785	2,412	1,465	2,716	2,923
25,000 to 50,000 population.....	28,630	22,484	24,044	18,192	2,378	1,249	2,208	3,043
10,000 to 25,000 population.....	43,677	35,690	39,273	30,729	2,067	1,772	2,337	3,189
5,000 to 10,000 population.....	30,135	24,141	25,798	20,621	1,255	958	3,082	2,562
2,500 to 5,000 population.....	22,464	19,435	20,834	17,755	775	843	855	837
Rural nonfarm.....	107,439	93,189	101,155	86,356	3,003	2,923	3,281	3,910

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

The second quarter is usually the period when the year peak in permits for new homes is reached. However, the third quarter of 1940 showed a contraseasonal rise in residential permits issued, with 150,000 new units estimated as compared with 142,000 in the second quarter. This represented an increase of 5 percent over the previous quarter and of 21 percent over the third quarter of 1939.

TABLE 2.—*New Dwelling Units in Nonfarm Areas, Third Quarter of 1939 and Second and Third Quarters of 1940, by Geographic Division and Type of Dwelling*

Geographic division	All types			1-family			2-family ¹			Multifamily ²		
	Third quarter 1940	Second quarter 1940	Third quarter 1939	Third quarter 1940	Second quarter 1940	Third quarter 1939	Third quarter 1940	Second quarter 1940	Third quarter 1939	Third quarter 1940	Second quarter 1940	Third quarter 1939
All divisions.....	150,102	142,402	124,265	123,360	116,112	96,527	10,543	8,671	5,342	16,199	17,619	22,396
New England.....	7,871	5,907	6,258	6,354	5,248	3,861	518	246	232	999	413	2,165
Middle Atlantic.....	20,285	21,001	22,561	12,992	12,781	12,145	1,254	913	611	6,039	7,307	9,805
East North Central.....	30,114	27,922	22,386	26,675	25,202	18,866	2,671	1,929	797	768	791	2,723
West North Central.....	10,533	10,972	8,621	9,990	10,194	8,010	252	354	307	291	424	304
South Atlantic.....	29,276	25,009	21,551	22,003	18,831	16,935	2,012	1,937	1,090	5,261	4,241	3,526
East South Central.....	8,110	8,103	6,747	7,097	6,207	5,886	824	839	389	189	1,057	472
West South Central.....	13,168	11,555	12,762	11,020	10,258	10,643	1,783	991	794	365	306	1,325
Mountain.....	5,489	5,960	4,350	5,093	5,267	3,906	147	207	163	249	486	281
Pacific.....	25,256	25,973	19,029	22,136	22,124	16,275	1,082	1,255	959	2,038	2,594	1,795

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

The South Atlantic and East North Central States made the largest gains during the third quarter, as compared with either the second quarter of 1940 or the third quarter of 1939. Four of the regional totals decreased from the second to the third quarter, all of the decreases being 8 percent or less. Compared with the corresponding

period of 1939, the Middle Atlantic States showed a drop of 2,000 units, a number more than accounted for by the decrease in the apartment type. The geographic-division estimates of new dwelling units of each type are presented in table 2 for the second and third quarters of 1940 and the third quarter of 1939.

New Housing, by Source of Funds

Included in the estimates for the first 9 months of 1940 are accommodations for 39,150 families in publicly financed projects. These units comprised 10 percent of the total, approximately the same relation that was shown during the corresponding period of 1939. Of the 39,150 units, 18,373 were classified as 1-family, 8,074 as 2-family, and 12,703 as multifamily.²

Except for one project of 878 units, all of the publicly financed projects were financed with United States Housing Authority funds. The one exception was a section of the huge Navy Yard Houses Project in New York City. This was initiated by the city and aided with State funds.

Defense-housing legislation did not have any appreciable effect on new housing started in the third quarter of 1940. Projects under USHA sponsorship and designated as being for defense purposes contained homes for 2,635 families. These units will revert to use by low-income families after the national emergency passes. In addition to USHA defense projects there will be, beginning with the fourth quarter of 1940, many units in defense projects planned by the War and Navy Departments and the Public Buildings Administration.

TABLE 3.—*New Dwelling Units in Nonfarm Areas, First 9 Months of 1939 and 1940, by Population Group and Source of Funds*

Population group	Total		Private funds		Public funds ¹	
	First 9 months of—					
	1940	1939	1940	1939	1940	1939
Total nonfarm.....	391,417	347,776	352,267	310,088	39,150	37,688
Percent of change.....	+12.5		+13.6		+3.9	
Total urban.....	283,978	254,587	245,332	217,688	38,646	36,899
500,000 population and over.....	73,836	79,023	63,629	67,376	10,207	11,647
100,000 to 500,000 population.....	60,332	53,641	43,825	35,887	16,507	17,754
50,000 to 100,000 population.....	24,904	20,173	19,866	16,722	5,038	3,451
25,000 to 50,000 population.....	28,630	22,484	24,354	19,951	4,276	2,533
10,000 to 25,000 population.....	43,677	35,690	41,732	34,326	1,945	1,364
5,000 to 10,000 population.....	30,135	24,141	29,593	23,991	542	150
2,500 to 5,000 population.....	22,464	19,435	22,333	19,435	131	0
Rural nonfarm.....	107,439	93,189	106,935	92,400	504	789

¹ All except 878 units in 1940 and 240 in 1939 are USHA-sponsored.

² According to the Bureau's definitions, row houses are classified as 1-family dwellings. Rows of flats arranged one over the other and rows of 2-story units directly over or under flats are included as 2-family units. The multifamily units are either of the apartment type or combinations of 3 or more 2-story units and flats.

More than two-thirds of all publicly financed units in the first 9 months of both 1940 and 1939 were in cities of over 100,000 population. Of the privately financed units, less than one-third was within these same cities. The source of funds for new units in the first 9 months of 1940 can be seen in table 3 for each population group.

The Pacific States led all divisions in total number of new privately financed units for the first 9 months of 1940. Other regions with more than 60,000 privately financed units were the East North Central and South Atlantic divisions. The Middle Atlantic States were next, despite a decrease from 1939 levels. The three leading divisions each made gains of more than 10,000 units as compared with the first 9 months of 1939.

Publicly financed projects started during the third quarter of 1940 provided for 17,664 families, or 60 percent more than in the previous period. This increase was not paralleled by privately financed residential units, which gained only 1 percent. Compared with the third quarter of 1939, however, publicly financed units showed a small drop; privately financed homes, a 25-percent gain.

The largest concentrations of USHA units during the third quarter were in the South Atlantic and East North Central States. Detroit and Philadelphia were the sites of the largest single projects, 2,150 and 1,324 units, respectively. No projects were started during this period in the West North Central and Pacific States, as shown in table 4.

TABLE 4.—*New Dwelling Units in Nonfarm Areas, Third Quarter of 1939 and Second and Third Quarters of 1940, by Geographic Division and Source of Funds*

Geographic division	Total			Private funds			Public funds ¹		
	Third quarter, 1940	Second quarter, 1940	Third quarter, 1939	Third quarter, 1940	Second quarter, 1940	Third quarter, 1939	Third quarter, 1940	Second quarter, 1940	Third quarter, 1939
All divisions.....	150, 102	142, 402	124, 265	132, 438	131, 331	106, 114	17, 664	11, 071	18, 151
New England.....	7, 871	5, 907	6, 258	6, 050	5, 707	4, 236	1, 821	200	2, 022
Middle Atlantic.....	20, 285	21, 001	22, 561	17, 526	18, 239	18, 804	2, 759	2, 762	3, 757
East North Central.....	30, 114	27, 922	22, 386	25, 798	25, 593	20, 108	4, 316	2, 329	2, 278
West North Central.....	10, 533	10, 972	8, 621	10, 533	10, 972	8, 621	0	0	0
South Atlantic.....	29, 276	25, 009	21, 551	24, 385	22, 465	16, 412	4, 891	2, 544	5, 139
East South Central.....	8, 110	8, 103	6, 747	6, 501	5, 986	4, 845	1, 609	2, 117	1, 902
West South Central.....	13, 168	11, 555	12, 762	11, 274	10, 986	10, 316	1, 894	569	2, 446
Mountain.....	5, 489	5, 960	4, 350	5, 115	5, 410	4, 350	374	550	0
Pacific.....	25, 256	25, 973	19, 029	25, 256	25, 973	18, 422	0	0	607

¹ All except 878 units are in USHA projects.

The valuation of the new dwelling units started in the first 9 months of 1940 is estimated at approximately \$1,322,000,000. This total includes \$1,203,000,000 for privately financed dwellings and \$119,000,000 for public projects. The values given for privately financed units are in terms of permit valuations, which generally understate costs. The dollar volume for public projects is in terms of contract values, and is therefore equivalent to costs.

The valuation of new dwellings in the East North Central States (\$291,000,000), was largest for all geographic divisions. Other divisions with dollar volume of new units rising above \$200,000,000 were the Middle Atlantic (\$244,000,000), Pacific (\$226,000,000), and South Atlantic (\$222,000,000). Except for the Pacific States, which had little public housing, these same divisions led in valuations of both new privately and publicly financed units. Estimated permit valuations of privately financed units and contract awards on public projects are given for the first 9 months of 1940 in table 5.

TABLE 5.—*Permit Valuation of New Dwellings in Nonfarm Areas During First 9 Months of 1940, by Geographic Division and Source of Funds*

Geographic division	Estimated permit valuation		
	Total	Private funds	Public funds ¹
All divisions.....	\$1,322,477,000	\$1,203,291,000	\$119,186,000
New England.....	70,123,000	59,804,000	10,319,000
Middle Atlantic.....	243,653,000	221,879,000	21,774,000
East North Central.....	291,479,000	266,369,000	25,110,000
West North Central.....	84,314,000	83,422,000	892,000
South Atlantic.....	221,747,000	193,704,000	28,043,000
East South Central.....	46,954,000	34,973,000	11,981,000
West South Central.....	98,582,000	81,796,000	16,786,000
Mountain.....	40,091,000	37,047,000	3,044,000
Pacific.....	225,534,000	224,297,000	1,237,000

¹ Contract values.

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, NOVEMBER 1940 ¹

BUILDING-PERMIT reports for November were featured by a 235.1 percent increase in new nonresidential permit valuations over the corresponding month in 1939. Increases ranging from 21.4 percent in cities having a population of 1,000 and under 2,500 to 767.7 percent in cities with a population of 50,000 and under 100,000 were reported in all city-size groups. Other types of construction, however, declined over the year periods. Permit valuations of new residential construction were 4.0 percent lower than in November 1939 and additions, alterations, and repairs to existing structures declined 4.2 percent. As a result of the sizable increase in nonresidential building, all types of construction combined showed a gain of 56.0 percent.

As compared with the preceding month, decreases were reported in all types of building construction. New nonresidential construction declined 13.6 percent from the high levels of October and new residential permit valuations fell 31.4 percent. Additions and alterations to existing structures were 23.7 percent less than in October. All types of construction combined showed a decrease of 22.1 percent:

¹ More detailed information by geographic division and individual cities is given in a separate pamphlet entitled "Building Construction, November 1940," copies of which will be furnished upon request.

Comparison of November 1940 with October 1940 and November 1939

A summary of building construction in 2,105 identical cities in November 1940, with percentage changes from October 1940 and November 1939, is given in table 1.

TABLE 1.—Summary of Building Construction for Which Permits Were Issued in 2,105 Identical Cities, November 1940

Class of construction	Number of buildings			Permit valuation		
	November 1940	Percentage change from—		November 1940	Percentage change from—	
		October 1940	November 1939		October 1940	November 1939
All construction.....	53,985	-33.2	-14.0	\$259,171,930	-22.1	+56.0
New residential.....	17,263	-28.9	-14.7	97,065,618	-31.4	-4.0
New nonresidential.....	10,870	-32.8	-7.1	139,775,085	-13.6	+235.1
Additions, alterations, and repairs.....	25,852	-36.0	-16.1	22,331,227	-23.7	-4.2

A summary of permit valuations and the number of family-dwelling units provided in new dwellings in 2,105 identical cities having a population of 1,000 and over, is shown in table 2 for November 1940 with percentage changes from October 1940 and November 1939.

TABLE 2.—Number and Permit Valuation of New Dwelling Units in 2,105 Identical Cities, November 1940, by Type of Dwelling

Type of dwelling	Permit valuation of house-keeping dwellings			Number of families provided for in new dwellings		
	November 1940	Percentage change from—		November 1940	Percentage change from—	
		October 1940	November 1939		October 1940	November 1939
All types.....	\$95,412,218	-32.2	-4.7	26,558	-31.3	-5.5
1-family.....	62,901,409	-28.6	-13.6	15,500	-29.0	-18.6
2-family ¹	4,393,615	-22.8	+52.2	1,696	-22.2	+45.1
Multifamily ²	28,117,194	-40.1	+15.1	9,362	-36.0	+18.4

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Construction During First 11 Months, 1939 and 1940

Cumulative totals for the first 11 months of 1940 compared with the same months of the preceding year are shown in table 3. The data are based on reports received from cities having a population of 1,000 and over.

TABLE 3.—Permit Valuation of Building Construction in Reporting Cities of 1,000 Population and Over, First 11 Months, 1939 and 1940, by Class of Construction

Class of construction	Permit valuation of building construction, first 11 months of—		Percentage change
	1940	1939	
All construction.....	\$2,259,286,283	\$1,920,244,909	+17.7
New residential.....	1,172,436,744	1,039,615,935	+12.8
New nonresidential.....	773,566,181	569,092,714	+38.4
Additions, alterations, and repairs.....	313,283,358	321,536,260	-2.6

Table 4 presents the permit valuation and number of family-dwelling units provided in cities with a population of 1,000 and over for the first 11 months of 1939 and 1940.

TABLE 4.—Number and Permit Valuation of New Dwelling Units, First 11 Months, 1939 and 1940, by Type of Dwelling

Type of dwelling	Permit valuation of housekeeping dwellings, first 11 months of—		Percentage change	Number of family-dwelling units, first 11 months of—		Percentage change
	1940	1939		1940	1939	
All types.....	\$1,152,937,384	\$1,025,904,183	+12.4	320,378	280,716	+14.1
1-family.....	814,492,667	738,086,861	+10.4	205,766	190,399	+8.1
2-family ¹	43,796,438	41,390,761	+5.8	17,174	15,045	+14.2
Multifamily ²	294,648,279	246,426,561	+19.6	97,438	75,272	+29.4

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Analysis by Size of City, November 1940

Table 5 shows the value of permits issued for building construction in November 1940, with percentage changes from October 1940 and November 1939, by size of city and by class of construction.

TABLE 5.—Permit Valuation of Various Classes of Building Construction in 2,105 Identical Cities, November 1940, by Size of City

Size of city	Number of cities	Total construction			New residential buildings		
		Permit valuation, November 1940	Percentage change from—		Permit valuation, November 1940	Percentage change from—	
			October 1940	November 1939		October 1940	November 1939
All reporting cities.....	2,105	\$259,171,930	-22.1	+56.0	\$97,065,618	-31.4	-4.0
500,000 and over.....	14	65,283,960	-22.6	+23.0	29,152,709	-30.9	-7.6
100,000 and under 500,000.....	79	52,077,838	-42.9	+17.1	19,721,876	-48.0	-28.5
50,000 and under 100,000.....	92	46,516,011	+45.2	+216.0	7,491,389	-24.1	-8.4
25,000 and under 50,000.....	167	28,422,874	-34.6	+100.5	10,540,686	-18.4	+30.6
10,000 and under 25,000.....	432	46,175,645	+9.9	+108.4	16,010,948	-18.1	+21.6
5,000 and under 10,000.....	382	11,817,582	-55.3	+25.6	8,000,255	-17.5	+20.0
2,500 and under 5,000.....	469	5,546,421	-35.6	+10.5	3,894,548	-30.1	+5.2
1,000 and under 2,500.....	470	3,331,599	-26.8	+8.6	2,253,207	-39.8	+4.6

TABLE 5.—Permit Valuation of Various Classes of Building Construction in 2,105 Identical Cities, November 1940, by Size of City—Continued

Size of city	New nonresidential buildings			Additions, alterations, and repairs			Popula- tion (census of 1930)
	Permit val- uation, November 1940	Percentage change from—		Permit val- uation, November 1940	Percentage change from—		
		Octo- ber 1940	Novem- ber 1939		Octo- ber 1940	Novem- ber 1939	
All reporting cities	\$139,775,085	-13.6	+235.1	\$212,331,227	-23.7	-4.2	60,276,338
500,000 and over	29,008,887	-11.2	+112.5	7,122,364	-24.4	-9.4	21,449,853
100,000 and under 500,000	27,022,164	-41.3	+133.7	5,333,798	-25.4	-4	15,017,880
50,000 and under 100,000	36,347,547	+90.6	+767.7	2,677,075	-13.5	+13.7	6,128,576
25,000 and under 50,000	15,752,873	-42.6	+357.5	2,129,315	-31.9	-20.0	5,886,770
10,000 and under 25,000	26,946,384	+42.8	+373.7	3,218,313	-10.4	-2.5	6,651,056
5,000 and under 10,000	2,770,185	-81.8	+55.8	1,047,142	-31.0	+8.8	2,702,946
2,500 and under 5,000	1,144,330	-44.5	+50.6	507,543	-48.0	-9.2	1,679,081
1,000 and under 2,500	782,715	+82.5	+21.4	295,677	-22.4	+10.0	760,176

The permit valuation and number of new dwelling units provided, by type of dwelling and size of city, in the 2,105 identical cities reporting for October and November 1940, is given in table 6.

TABLE 6.—Number and Permit Valuation of New Dwelling Units, in 2,105 Identical Cities, November 1940, by Size of City and Type of Dwelling

Size of city	Permit valuation of house-keeping dwellings			Number of families provided for in—							
	November 1940	October 1940	Percentage change	All types		1-family dwellings		2-family dwellings ¹		Multi-family dwellings ²	
				Nov. 1940	Oct. 1940	Nov. 1940	Oct. 1940	Nov. 1940	Oct. 1940	Nov. 1940	Oct. 1940
Total, all reporting cities.....	\$95,412,218	\$140,730,727	-32.2	26,558	38,638	15,500	21,838	1,696	2,179	9,362	14,621
500,000 and over.....	28,869,309	41,846,984	-31.0	8,074	11,168	3,291	4,688	765	866	4,018	5,614
100,000 and under 500,000.....	19,426,876	37,887,325	-48.7	5,693	11,382	3,536	4,695	378	521	1,779	6,166
50,000 and under 100,000.....	7,363,389	9,805,718	-24.9	1,953	2,670	1,385	1,979	156	222	412	469
25,000 and under 50,000.....	10,494,186	12,792,713	-18.0	3,123	3,523	1,673	2,445	154	231	1,296	847
10,000 and under 25,000.....	15,169,948	19,513,938	-22.3	4,009	5,150	2,777	3,862	118	205	1,114	1,083
5,000 and under 10,000.....	7,959,255	9,622,042	-17.3	2,097	2,468	1,403	1,992	78	68	616	408
2,500 and under 5,000.....	3,882,048	5,532,848	-29.8	1,030	1,351	896	1,297	15	40	119	14
1,000 and under 2,500.....	2,247,207	3,729,159	-39.7	579	926	539	880	32	26	8	20

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

The information on building permits issued is based on reports received by the Bureau of Labor Statistics from 2,105 identical cities having a population of 1,000 and over.

The information is collected by the Bureau of Labor Statistics from local building officials, except in the States of Illinois, Massachusetts, New Jersey, and Pennsylvania, where the State departments of labor collect and forward the information to the Bureau. In New York and North Carolina the information from the smaller cities is collected

by the Bureau of Labor Statistics from local building officials and the information from the larger cities is collected and forwarded to the Bureau by the State departments of labor. The permit valuations shown in this report are estimates made by prospective builders on applying for permits to build. No land costs are included. Only building projects within the corporate limits of the cities enumerated are included in the Bureau's tabulation. The data collected by the Bureau of Labor Statistics show, in addition to private and municipal construction, the value of buildings for which contracts were awarded by the Federal and State governments in the cities included in the report. For November 1940 the value of these buildings amounted to \$117,818,000, for October 1940 to \$142,599,000, and for November 1939 to \$28,251,000.

Construction From Public Funds

The value of contracts awarded and force-account work started during November 1940, October 1940, and November 1939 on construction projects financed wholly or partially from various Federal funds is shown in table 7.

TABLE 7.—*Value of Contracts Awarded and Force-Account Work Started on Construction Projects Financed from Federal Funds, November 1940*¹

Federal agency	Contracts awarded and force-account work started		
	November 1940	October 1940 ²	November 1939 ²
Total.....	\$278, 703, 945	\$417, 724, 900	\$93, 333, 582
Public Works Administration:			
Federal.....	203, 799	18, 055	690, 172
Non-Federal:			
N. I. R. A.....	0	81, 618	838, 446
E. R. A. A.....	0	0	770, 023
P. W. A. A., 1938.....	400, 449	941, 925	25, 018, 948
Federal agency projects under the WPA.....	31, 176	584, 988	681, 208
Regular Federal appropriations.....	264, 421, 609	399, 386, 095	51, 504, 592
United States Housing Authority.....	13, 646, 912	16, 712, 219	13, 830, 193

¹ Preliminary, subject to revision.

² Revised.

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for November 1940, October 1940, and November 1939, is shown in the following statement:

	Public buildings	Highway construction
November 1940.....	\$1, 258, 398	\$5, 857, 365
October 1940.....	2, 315, 563	10, 125, 637
November 1939.....	1, 425, 561	8, 508, 890

Retail Prices

FOOD PRICES IN NOVEMBER 1940

RETAIL costs of food declined 0.3 percent between October 15 and November 12 following a reduction of 1 percent between mid-September and mid-October. Seasonal decreases in prices of meats, fresh fruits, and vegetables were largely responsible for this reduction. Lower prices for meats, fruits, and vegetables were offset in part by seasonally higher prices for butter and eggs, and an advance in the retail price of flour following the upward trend in wholesale markets.

Meats, one of the more important commodities in the wage earner's food budget, continued to move downward in price following reductions in wholesale meat prices in October, when there were record marketings of hogs and large sales of cattle. Reports from a limited number of cities in the last half of November indicate further reductions for retail prices of fresh pork and lamb following continued declines in wholesale markets.

The index of the costs of all foods for November 12 was 95.9 percent of the 1935-39 average and was 0.8 percent lower than for the same period last year. Over the year period, decreases were registered for some of the most important commodities, such as potatoes (20.2 percent), sugar (12.3 percent), coffee (7.2 percent), oranges (6.9 percent), and pork chops (2.4 percent). The average prices of white bread and fresh milk were the same in November 1940 as they were a year ago. Price increases reported for several important commodities were: Round steak, 7.4 percent; rib roast, 7.3 percent; butter, 5.1 percent; eggs, 4.1 percent; and roasting chickens, 3.9 percent.

Details by Commodity Groups

Flour prices advanced slightly in 23 cities and declined in 6 from October 15 to November 12, while negligible changes in the price of white bread were reported from 9 cities. The average price of white bread for 51 cities remained unchanged. The price of rye bread moved downward by 2 percent, the largest change reported for any commodity in the cereals and bakery products group.

Meats as a group declined 1.8 percent between October 15 and November 12, but were still 3 percent higher than in November 1939. Prices of beef decreased about 1 percent, somewhat less than the usual seasonal decline. They were approximately 8 percent higher than for the same period last year. Pork chops decreased 9 percent in price, which is about average for this time of year, while prices of cured pork moved downward less than one-half of 1 percent, considerably less than the usual seasonal decline. No change was reported in the price of sliced bacon; salt pork, however, contrary to the usual trend, continued to advance in response to greater demand. Pork prices averaged 4 percent lower in November this year than a year ago. Prices of lamb and roasting chickens declined seasonally during the month with roasting chickens 4 percent lower than last year. Prices of pink salmon, which did not change over the month ending November 15, were 7 percent higher than in November 1939. Exports of all types of canned salmon were nearly 37 percent higher in September 1940 than a year earlier. Prices of fresh and frozen fish advanced 2 percent over the month.

Dairy products increased seasonally with butter prices advancing 3 percent, and cheese and delivered milk nearly 1 percent. Prices of evaporated milk were unchanged. Prices of delivered milk were up eight-tenths of a cent per quart in New York and down 1 cent in Louisville, while milk sold through grocery stores changed by approximately the same amount in the two cities, with much smaller advances reported from Chicago and St. Paul and slight declines in Detroit and Minneapolis.

Prices of fresh fruits and vegetables declined seasonally by 1.6 percent. Generally increased supplies of truck crops and Florida oranges were largely responsible for this decline. The decrease of 5.3 percent in the average price of oranges was due in large measure to the marketing of the seasonal crop of Florida oranges. Downward price movements were also shown for green beans (2.5 percent), cabbage (3.8 percent), and lettuce (5.9 percent). Price increases, offsetting the lower prices to some extent, were apples (2.2 percent), bananas (3.1 percent), potatoes (0.4 percent), and spinach (1.9 percent). As compared with the same period of last year, fresh fruit and vegetable prices were 9 percent lower on November 12, 1940. Potatoes, cabbage, lettuce, and green beans were down by 20 to 33 percent, with much smaller declines reported for oranges, carrots, and spinach. An increase in the white potato supply this season was largely responsible for retail prices being 20 percent lower this year, while an 18-percent advance in the price of apples was partly the result of a 20-percent reduction in the commercial apple crop. Smaller supplies of sweetpotatoes resulted in an 11-percent increase in price.

There was little change in the prices of canned and dried fruits and vegetables for the month. Prunes were 5.5 percent higher than last year, and navy beans 4.5 percent lower.

Coffee prices continued to move downward to new all-time lows and were 7 percent lower than in November 1939. Prices of tea, however, advanced slightly.

Lard prices were 1 percent lower for the month and 17 percent lower than a year ago, when exports were nearly 3 times as large as at the present time. Prices of shortening and salad dressing declined less than 1 percent for the month, and prices of oleomargarine and peanut butter remain unchanged.

Sugar prices advanced slightly but were 12 percent lower than for the same period last year when they were still affected by the sharp rise after the outbreak of the European War.

Indexes of retail food costs for November and October 1940 and November 1939 are shown in table 1. The accompanying chart on the 1935-39 base shows the trend in prices on all foods and of each major commodity group for the period of January 1929 to November 1940, inclusive.

TABLE 1.—*Indexes of Retail Costs of Food in 51 Large Cities Combined,¹ by Commodity Groups, November and October 1940 and November 1939*

[1935-39=100]

Commodity group	1940		1939
	Nov. 12 ²	Oct. 15	Nov. 14
All foods.....	95.9	96.2	96.7
Cereals and bakery products.....	94.7	94.8	95.0
Meats.....	97.3	99.1	94.4
Dairy products.....	103.0	101.5	101.2
Eggs.....	115.2	110.7	110.7
Fruits and vegetables.....	87.3	88.4	93.4
Fresh.....	85.5	86.9	93.0
Canned.....	91.3	91.5	93.3
Dried.....	100.1	99.4	99.8
Beverages.....	90.3	90.7	95.1
Fats and oils.....	80.2	80.5	87.5
Sugar.....	94.8	94.7	108.1

¹ Aggregate costs of 54 foods in each city, weighted to represent total purchases of families of wage earners and lower-salaried workers, have been combined with the use of population weights. (A discussion of the revision of the retail food-cost indexes will be found in the May 1940 issue of Retail Prices.)

² Preliminary.

³ Revised.

Prices of 21 of the 54 foods included in the index were lower in November than in October, 15 were higher, and for 18 there was no change. Of the 53 foods included in the Bureau's report for which last year's prices are available, 25 were quoted at lower prices, 22 at higher prices, and for 6 there was no change. Average prices of each of 63 foods for 51 cities combined are shown in table 2 for November and October 1940 and November 1939.

TABLE 2.—Average Retail Prices of 63 Foods in 51 Large Cities Combined, November and October 1940 and November 1939

Article	1940		1939
	Nov. 12 ¹	Oct. 15	Nov. 14
Cereals and bakery products:			
Cereals:	Cents	Cents	Cents
Flour, wheat.....10 pounds.....	40.8	40.3	42.1
Macaroni.....pound.....	13.8	13.9	14.3
Wheat cereal ².....28-oz. package.....	23.6	23.5	23.8
Corn flakes.....8-oz. package.....	7.0	7.0	7.0
Corn meal.....pound.....	4.2	4.2	4.1
Rice ².....do.....	7.9	7.9	8.1
Rolled oats ².....do.....	7.1	7.1	7.1
Bakery products:			
Bread, white.....do.....	7.8	7.8	7.8
Bread, whole-wheat.....do.....	8.8	8.8	8.8
Bread, rye.....do.....	9.1	9.3	9.1
Vanilla wafers.....do.....	25.1	24.9	25.1
Soda crackers.....do.....	15.0	15.0	15.1
Meats:			
Beef:			
Round steak.....do.....	37.7	38.3	35.1
Rib roast.....do.....	31.0	31.0	28.9
Chuck roast.....do.....	25.1	25.3	23.2
Veal:			
Cutlets.....do.....	43.8	44.2	42.4
Pork:			
Chops.....do.....	27.9	30.5	28.6
Bacon, sliced.....do.....	28.5	28.5	30.2
Ham, sliced ².....do.....	43.7	44.2	45.6
Ham, whole.....do.....	24.2	24.5	26.2
Salt pork.....do.....	16.4	15.6	16.3
Lamb:			
Leg.....do.....	26.9	28.0	26.6
Rib chops.....do.....	33.5	34.6	33.2
Poultry:			
Roasting chickens.....do.....	29.2	29.9	28.1
Fish:			
Fresh, frozen.....do.....	(³)	(³)	(³)
Salmon, pink.....16-oz. can.....	15.7	15.7	14.7
Salmon, red ².....do.....	26.1	26.0	25.1
Dairy products:			
Butter.....pound.....	37.4	36.3	35.6
Cheese.....do.....	26.1	25.9	26.0
Milk, fresh (delivered).....quart.....	12.8	12.7	12.7
Milk, fresh (store).....do.....	11.7	11.5	11.7
Milk, fresh (delivered and store) ².....do.....	12.4	12.3	12.4
Milk, evaporated.....14½-oz. can.....	7.0	7.0	7.0
Eggs.....dozen.....	40.7	39.1	39.0
Fruits and vegetables:			
Fresh:			
Apples.....pound.....	4.7	4.6	4.0
Bananas.....do.....	6.6	6.4	6.4
Oranges.....dozen.....	28.4	30.0	30.5
Beans, green.....pound.....	7.8	8.0	11.7
Cabbage.....do.....	2.5	2.6	3.1
Carrots.....bunch.....	5.2	5.2	5.3
Lettuce.....head.....	8.0	8.5	10.2
Onions.....pound.....	3.3	3.3	3.1
Potatoes.....15 pounds.....	28.1	28.0	35.2
Spinach.....pound.....	5.5	5.4	5.6
Sweetpotatoes.....do.....	3.9	3.9	3.5
Canned:			
Peaches.....No. 2½ can.....	16.6	16.6	17.1
Pineapple.....do.....	20.9	20.9	20.9
Beans, green ².....No. 2 can.....	10.0	9.9	10.0
Corn.....do.....	10.6	10.6	10.4
Peas.....do.....	13.3	13.5	13.7
Tomatoes.....do.....	8.4	8.4	8.5
Dried:			
Prunes.....pound.....	9.7	9.6	9.2
Navy beans.....do.....	6.5	6.5	6.8
Beverages and chocolate:			
Coffee.....do.....	20.5	20.6	22.1
Tea.....¼ pound.....	17.6	17.5	17.2
Cocon ².....8-oz. can.....	9.1	9.1	8.9

See footnotes at end of table.

TABLE 2.—Average Retail Prices of 63 Foods in 51 Large Cities Combined, November and October 1940 and November 1939—Continued

Article	1940		1939
	Nov. 12 ¹	Oct. 15	Nov. 14
Fats and oils:	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
Lard.....pound.....	9.1	9.2	11.0
Shortening, other than lard:			
In cartons.....do.....	11.4	11.5	12.3
In other containers.....do.....	18.4	18.5	19.8
Salad dressing.....pint.....	20.2	20.3	(²)
Oleomargine.....pound.....	15.7	15.7	16.8
Peanut butter.....do.....	17.8	17.8	17.9
Sugar and sweets:			
Sugar.....10 pounds.....	51.0	50.9	58.3
Corn sirup ³.....24-oz. can.....	13.6	13.6	13.5
Molasses ⁴.....18-oz. can.....	13.5	13.4	13.4

¹ Preliminary.² Not included in index. Prices for these items for November 1939 are weighted averages.³ Composite prices not computed.⁴ Revised.⁵ Effective January 1940, salad dressing replaced mayonnaise in the food-cost index.

Details by Regions and Cities

Retail food costs declined on the average in 32 cities, advanced in 17, and for 2 there was no change. Decreases of 1 percent or more were reported from 12 cities, the largest declines being for Jacksonville (2.1 percent), New Orleans (1.8 percent), Washington, D. C. (1.7 percent), and Atlanta (1.6 percent). Greater than average declines were reported for fruits and vegetables in all 4 of these cities, and in addition meats in Jacksonville, New Orleans, and Atlanta showed an appreciable drop. Less-than-average increases for dairy products and eggs were reported from all 4 of these cities. The only increases of 1 percent or more were reported from St. Paul (1.5 percent), Los Angeles (1.3 percent), and Kansas City (1.1 percent). The higher costs in these cities were due to price advances for fruits and vegetables, greater-than-average increases for eggs in St. Paul and Kansas City, and less-than-average declines for meat prices in the 3 cities.

Indexes of food costs by cities are presented in table 3 for November and October 1940 and November 1939.

TABLE 3.—Indexes of the Average Retail Cost of All Foods, by Cities,¹ November and October 1940 and November 1939

[1935-39=100]

Region and city	1940		1939	Region and city	1940		1939
	Nov. 12 ²	Oct. 15	Nov. 14		Nov. 12 ²	Oct. 15	Nov. 14
United States.....	95.9	96.2	96.7	West North Central—Con.			
New England:				St. Louis.....	96.3	97.0	97.3
Boston.....	93.5	94.9	95.7	St. Paul.....	96.9	95.5	98.9
Bridgeport.....	95.3	95.4	95.8	South Atlantic:			
Fall River.....	96.3	96.5	96.7	Atlanta.....	93.4	94.9	96.4
Manchester.....	96.2	97.0	97.6	Baltimore.....	95.3	95.4	95.8
New Haven.....	94.4	95.0	95.4	Charleston, S. C.....	95.1	96.0	97.7
Portland, Maine.....	93.9	94.9	95.0	Jacksonville.....	97.5	99.6	98.7
Providence.....	96.2	97.2	96.2	Norfolk.....	94.8	94.6	94.6
Middle Atlantic:				Richmond.....	93.4	92.5	93.9
Buffalo.....	97.4	97.2	96.8	Savannah.....	98.5	99.3	98.6
Newark.....	97.1	97.5	97.6	Washington, D. C.....	93.9	95.5	94.7
New York.....	97.4	97.0	99.2	East South Central:			
Philadelphia.....	93.6	93.5	94.1	Birmingham.....	93.8	94.1	93.8
Pittsburgh.....	96.3	96.6	95.4	Louisville.....	94.3	94.9	96.1
Rochester.....	98.3	97.5	96.4	Memphis.....	92.0	93.3	95.2
Scranton.....	97.1	96.6	97.0	Mobile.....	94.8	96.1	97.8
East North Central:				West South Central:			
Chicago.....	95.9	97.1	97.6	Dallas.....	92.1	93.1	95.9
Cincinnati.....	94.5	94.5	94.1	Houston.....	101.3	101.0	99.3
Cleveland.....	96.7	97.8	96.7	Little Rock.....	93.5	92.8	96.5
Columbus, Ohio.....	91.4	91.3	95.1	New Orleans.....	98.7	100.5	100.7
Detroit.....	94.8	95.5	95.3	Mountain:			
Indianapolis.....	96.5	95.9	94.9	Butte.....	96.3	96.9	98.1
Milwaukee.....	94.3	94.6	95.1	Denver.....	92.9	93.2	95.4
Peoria.....	97.6	98.4	97.6	Salt Lake City.....	98.3	97.8	97.8
Springfield, Ill.....	94.9	95.6	97.2	Pacific:			
West North Central:				Los Angeles.....	98.8	97.5	97.2
Kansas City.....	91.6	90.6	95.5	Portland, Oreg.....	99.9	99.9	99.7
Minneapolis.....	97.5	97.2	99.7	San Francisco.....	97.8	98.2	97.8
Omaha.....	96.9	97.5	97.9	Seattle.....	99.2	99.0	100.3

¹ Aggregate costs of 54 foods in each city, weighted to represent total purchases of families of wage earners and lower-salaried workers, have been combined for the United States with the use of population weights. (A discussion of the revision of the retail food-cost indexes will be found in the May 1940 issue of Retail Prices.)

² Preliminary.

³ Revised.

COAL—MONTHLY COLLECTION OF RETAIL PRICES

BECAUSE of the interest of the public and of Government agencies in more frequent and prompt reports of prices of fuel, the Bureau of Labor Statistics is now securing prices of coal monthly rather than quarterly, as has been the practice since July 1935. The Consumers' Counsel Division of the Department of the Interior has assisted in making the arrangements for the more frequent price collection.

Prices are now collected and published monthly for the burning season, September through April. For the summer, prices will be published as usual, only in June. Mimeographed reports giving coal prices for September, October, and November 1940 are available upon request.

HOSIERY PRICES IN 1939 AND 1940

IN RESPONSE to a number of requests, the Bureau is presenting a series of special tables showing average prices for certain articles purchased by consumers, and not previously published in this pamphlet.¹ Prices of men's and women's hosiery are presented in this report not only because of the importance of hosiery in retail trade but also because of the great interest in the price movements resulting from recent changes in the prices of silk and other textile fibers. Table 1 presents retail prices for men's and women's hosiery for 1939 and 1940. Prices of hosiery for the period from December 1926 through March 1940 were released in mimeograph form on July 24, 1940. Copies of this publication may be obtained by writing to the Bureau of Labor Statistics, Washington, D. C.

TABLE 1.—Average Retail Prices of Hosiery in 33 Cities Combined, March 1939 to September 1940

Item	1939				1940		
	March	June	September	December	March	June	September ¹
Men's seamless half hose:							
Cotton, medium quality.....	\$0.31	\$0.31	\$0.31	\$0.31	\$0.31	\$0.31	\$0.31
Cotton, inexpensive quality.....	.16	.16	.16	.16	.16	.16	.16
Rayon, inexpensive quality.....	.16	.16	.16	.16	.17	.17	.17
Women's silk full-fashioned hose:							
3-thread, 45 gauge.....	.96	.96	.96	.99	1.00	.96	.95
4-thread, 45 gauge.....	.94	.94	.94	.97	.96	.94	.94

¹ Preliminary.

The data on which the prices shown in the above table are based were obtained by personal visit of the field representatives of the Bureau of Labor Statistics from approximately four retailers in each city. Sales taxes have been included in the prices for those cities where sales taxes are in effect.

Beginning with March 1935, pricing has been done on the basis of detailed technical specifications in order that the comparability of prices could be maintained from period to period and, insofar as possible, from city to city. The prices included in table 4 are based on the following specifications:

Men's Seamless Half Hose

Cotton Mercerized, Combed Yarn, 220 to 240 Needles, Medium Quality.

Construction and styling.—Plain colors; without clocking; reinforced heel and toe; full sized (similar to U. S. Commercial Standard CS 46-36); 1¼ to 1½ pounds per dozen.

¹ Prices of tobacco products were included in RETAIL PRICES for May 1936, March 1937, and October 1937. Retail prices of cotton clothing were included in the issues for August 1936, March 1937, February 1938, and November 1938.

Cotton, Combed Yarn, 180 to 200 Needles, Inexpensive Quality.

Construction and styling.—Plain colors, without clocking; reinforced heel and toe; $1\frac{1}{4}$ to 2 pounds per dozen.

Rayon 180 to 200 Needles, Inexpensive Quality.

Construction and styling.—Fancy patterns; cotton reinforced heel and toe, cotton welt; 14 to 16 ounces per dozen.

Women's Silk Full-fashioned Hose

Silk, 3-Thread, 45 Gauge, Manufacturer's Brand, Widely Advertised by Manufacturer.

Fabric.—All silk, yarns to have composite evenness of 87 to 90 percent, 9 meter and seriplane tests; silk heel, sole, toe, and welt.

Construction and styling.—Full-fashioned, plain knit welt with run stop, full coursed, not less than 1,380 total courses counted from upper edge of picot to lower edge or looping round of heel based on standard 30-inch length, not more than 5 flare narrowings, ringless, crepe, high twist, construction similar to Standard "A" of National Association of Hosiery Manufacturers.

Silk, 3-Thread, 45 Gauge, Distributor's or Manufacturer's Brand, Not Advertised or Advertised Locally Only.

Fabric.—All silk, yarns to have composite evenness of 87 to 90 percent, 9 meter and seriplane tests; silk heel, sole, and welt.

Construction and styling.—Full-fashioned, plain knit welt with run stop, full coursed, not less than 1,380 total courses counted from upper edge of picot to lower edge or looping round of heel based on standard 30-inch length, not more than 5 flare narrowings, ringless, crepe, high twist, construction similar to Standard "A" of National Association of Hosiery Manufacturers.

Silk, 4-Thread, 45 Gauge, Manufacturer's Brand, Widely Advertised by Manufacturer.

Fabric.—All silk, yarns to have composite evenness of 85 to 87 percent, 9 meter and seriplane tests; heel, sole, and toe reinforced with mercerized cotton, silk welt.

Construction and styling.—Full-fashioned, plain knit welt with run stop, full coursed, not less than 1,280 total courses counted from upper edge of picot to lower edge or looping round of heel based on standard 30-inch length, not more than 4 flare narrowings, ringless, high twist, construction similar to Standard "A" of National Association of Hosiery Manufacturers.

Silk, 4-Thread, 45 Gauge, Distributor's or Manufacturer's Brand, Not Advertised or Advertised Locally Only.

Fabric.—All silk, yarns to have composite evenness of 85 to 87 percent, 9 meter and seriplane tests; heel, sole, and toe reinforced with mercerized cotton, silk welt.

Construction and styling.—Full-fashioned, plain knit welt with run stop, full coursed, not less than 1,280 total courses counted from upper edge of picot to lower edge or looping round of heel based on standard 30-inch length, not more than 4 flare narrowings, ringless, high twist, construction similar to Standard "A" of National Association of Hosiery Manufacturers.

DIFFICULTIES OF PRICE FIXING IN GERMANY

REPORTS which have appeared in *Der Deutsche Volkswirt*¹ are indicative of difficulties in fixing the prices in Germany. One problem is that there are, even in the war economy, certain goods which remain unsold. Advice by the price-fixing offices to consumers to buy these goods, and the decrease of prices to the lowest possible minimum, are often ineffective. The goods remain unsold because they have gone out of fashion, a better substitute has appeared on the market, or the consumers, practicing stringent economy, are trying to get along without them. All measures and tricks of dealers in trying to unload the goods upon the consumers are energetically opposed by the State Price Fixing Commissar. For instance, dealers had used the expedient of attaching goods for which the demand was small or nonexistent to goods with a ready sale, so that the consumer in buying the commodities he wanted had also to take those he did not want. Such "bundle sales" have been fought by the Price Fixing Commissar. Yet, in view of the loss—in some cases a substantial loss—entailed by this "dead" merchandise, to dealers and producers, and through them to the State, the Price Commissar has had to provide certain loopholes in his prohibitive orders. Thus, exceptions can be granted by the local price-fixing offices after thorough investigation of the merits in each case—as to the intrinsic worth of the goods and whether they could be disposed of by lowering the prices.

Other problems that have arisen under the price-fixing system include the issue of products under a new name, in order to sell them at a higher price; and the question of setting equitable prices for margarine, in view of the increasing difficulty (under war conditions) of importing the raw materials for its manufacture. Margarine is the principal fat in the German war diet. Second to it is butter mixed with fat of domestic animals. The German margarine is made mainly from plant oils and whale fat—ingredients which were largely imported during the war-preparation period. As a result, the margarine factories clustered near harbors along the Rhine, and on the Baltic seacoast.

Prior to July 1, 1940, there were 181 margarine factories in Germany, but the blockade has caused an acute shortage of raw materials, in consequence of which many margarine factories have closed down. Only 31 remain in operation, a few of which are located in the southern and eastern portions of the country.

In order to remedy the existing unsatisfactory geographical location of the margarine factories still in operation, the country was divided into seven margarine districts, only a certain number of factories being permitted to operate in each district.

¹ *Der deutsche Volkswirt*, Berlin, September 13, 1940: *Phantasiepreise für neuartige Waren* (Fantastic Prices for New Goods); *Neuordnung der Margarinewirtschaft* (Reorganization of the Margarine Industry).

Into the cost of the production of margarine enter two considerable variables, namely, overhead expense and transportation costs. In order to equalize at least the latter cost, the factories were assessed 5 marks for each 200 pounds of margarine sold. Out of the sums thus collected the factories having a higher transportation cost are compensated, so that a uniform price for margarine can be fixed—and revised from time to time—in accordance with the rapidly changing production conditions which obtain during wartime.

Wholesale Prices

WHOLESALE PRICES IN NOVEMBER 1940¹

A GENERAL advance in wholesale commodity prices in November resulted in increasing by 1.1 percent the Bureau of Labor Statistics index of nearly 900 price series, to 79.6 percent of the 1926 average, the peak since March 1938. Higher prices for agricultural commodities and raw industrial commodities contributed largely to the advance.

From the 1937 high point, 88.0 in April, the index declined gradually to a low of 75.0 in August 1939. With the outbreak of war in Europe, prices rose rapidly, and from August to October the index advanced nearly 6 percent. Early in 1940, prices began to recede from their speculative war peak and by August the index had fallen 2.5 percent. Since the 1940 low, 77.4 in August, the index has risen approximately 2.8 percent.

Each of the 10 major commodity groups, except housefurnishing goods, shared in the advance in November. The increases ranged from less than one-half of 1 percent for metals and metal products and fuel and lighting materials to nearly 3 percent for farm products. During the year period, November 1939 to November 1940, seven groups advanced. Building materials rose nearly 6.5 percent and metals and metal products and farm products increased over 1 percent. Fuel and lighting materials, on the contrary, declined 3 percent; textile products, 2.5 percent; and hides and leather products, over 1.5 percent.

Largely because of higher prices for agricultural commodities, cocoa beans, coffee, hides, hemp, jute, crude rubber, crude petroleum, scrap steel, and tankage, the raw materials group index rose 1.7 percent. Average prices for semimanufactured commodities advanced 1.6 percent and manufactured commodity prices rose 0.6 percent.

Prices for industrial commodities and nonagricultural commodities also were higher. The indexes for these groups, "All commodities other than farm products" and "All commodities other than farm products and foods," advanced 0.7 percent.

¹ More detailed information on wholesale prices is given in the Wholesale Prices pamphlet and will be furnished upon request.

During November average prices of farm products in wholesale markets advanced 2.7 percent largely because of a 3.5 percent increase in grain prices. Barley prices increased nearly 22 percent and oats rose over 13.5 percent. Sharp advances were also reported in prices for cotton, wool, hay, seeds, eggs, milk, fruits, and potatoes. Live-stock and poultry declined 1 percent. Quotations were lower for calves, hogs, and live poultry, and for hops, peanuts, onions, and tobacco.

The foods group index rose 2 percent to the highest point of the year, principally because of increases of 6.5 percent for dairy products, 3.2 percent for other foods, and 2.5 percent for fruits and vegetables. Important food items which were higher were butter, cheese, flour, oatmeal, rice, prunes, canned beans and tomatoes, fresh beef, cured and fresh pork, dressed poultry, cocoa beans, coffee, canned salmon, lard, raw sugar, edible tallow, and most vegetable oils. Prices were lower for bread, corn meal, dried fruits, bananas, mutton, veal, glucose, and peanut oil.

Pronounced gains in prices for hides, skins, and leather and a fractional advance in prices for shoes resulted in an increase of 1.9 percent in the hides and leather products group index.

Sharp advances in prices for woolen and worsted goods; cotton goods, particularly broadcloth, drills, duck, osnaburg, print cloth, percale, sheeting, ticking, toweling, and yarns; and for burlap, hemp, jute, and cordage raised the textile products group index 1.2 percent to the highest point since February. Raw silk, silk yarns, and sisal declined.

Advancing prices for Pennsylvania crude petroleum, fuel oil, and kerosene accounted for the increase of 0.4 percent in the fuel and lighting materials group index. Prices for gasoline declined. Higher prices for scrap steel, pig lead, and lead manufactures and a minor increase in prices for agricultural implements and motor vehicles caused the metals and metal products group index to rise 0.3 percent. Quotations for aluminum, quicksilver, and pig tin were lower.

Average wholesale prices of building materials increased 1.1 percent to the highest level since December 1926. Advances of 2.7 percent for lumber, over 1 percent for paint materials (including rosin, shellac, and turpentine), and higher prices for millwork and cement were responsible for the increase. Sand and gravel prices declined slightly.

In the chemicals and allied products group higher prices were reported for oleic, stearic, and tartaric acids; for arsenic, alcohol, and ergot; also fertilizer materials, principally potash, cottonseed meal, and tankage; and for most fats and oils. Prices were lower for phenol, tin tetrachloride, copra, and palm oil.

TABLE 1.—Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities
November 1940, With Comparisons for October 1940 and November 1939

[1926=100]

Group and subgroup	November 1940	October 1940	Change from a month ago	November 1939	Change from a year ago
			Percent		Percent
All commodities.....	79.6	78.7	+1.1	79.2	+0.5
Farm products.....	68.2	66.4	+2.7	67.3	+1.3
Grains.....	67.7	65.4	+3.5	64.1	+5.6
Livestock and poultry.....	69.9	70.6	-1.0	66.1	+5.7
Other farm products.....	66.8	63.8	+4.7	68.3	-2.2
Foods.....	72.5	71.1	+2.0	72.3	+3
Dairy products.....	82.3	77.3	+6.5	80.1	+2.7
Cereal products.....	74.8	77.0	-2.9	78.0	-4.1
Fruits and vegetables.....	60.4	58.9	+2.5	61.2	-1.3
Meats.....	76.2	75.6	+8	71.2	+7.0
Other foods.....	65.4	63.4	+3.2	69.2	-5.5
Hides and leather products.....	102.3	100.4	+1.9	104.0	-1.6
Shoes.....	107.1	107.0	+1	107.2	-1
Hides and skins.....	101.2	93.8	+7.9	104.3	-3.0
Leather.....	93.2	90.9	+2.5	97.8	-4.7
Other leather products.....	99.7	99.7	0	99.9	-2
Textile products.....	74.5	73.6	+1.2	76.4	-2.5
Clothing.....	85.7	85.7	0	83.8	+2.3
Cotton goods.....	73.6	71.5	+2.9	74.8	-1.6
Hosiery and underwear.....	61.5	61.4	+2	64.8	-5.1
Rayon.....	29.5	29.5	0	29.5	0
Silk.....	42.8	44.7	-4.3	56.5	-24.2
Woolen and worsted goods.....	88.8	86.3	+2.9	90.5	-1.9
Other textile products.....	73.7	72.1	+2.2	83.4	-11.6
Fuel and lighting materials.....	71.9	71.6	+4	74.1	-3.0
Anthracite.....	80.7	80.7	0	76.1	+6.0
Bituminous coal.....	100.4	100.4	0	98.1	+2.3
Coke.....	112.6	109.7	+2.6	111.2	+1.3
Electricity.....	(1)	(1)		76.5	
Gas.....	(1)	82.4		82.2	
Petroleum and products.....	49.3	49.0	+6	53.9	-8.5
Metals and metal products.....	97.6	97.3	+3	98.0	+1.7
Agricultural implements.....	92.6	92.5	+1	93.3	-8
Farm machinery.....	93.8	93.8	0	94.6	-8
Iron and steel.....	95.3	94.9	+4	96.0	-7
Motor vehicles ²	100.3	100.1	+2	94.7	+5.9
Nonferrous metals.....	83.9	83.6	+4	85.1	-1.4
Plumbing and heating.....	80.5	80.5	0	79.3	+1.5
Building materials.....	98.9	97.8	+1.1	93.0	+6.3
Brick and tile.....	90.2	90.2	0	91.6	-1.5
Cement.....	90.8	90.7	+1	91.3	-5
Lumber ³	117.5	114.4	+2.7	100.1	+17.4
Paint and paint materials.....	85.7	84.8	+1.1	84.9	+9
Plumbing and heating.....	80.5	80.5	0	79.3	+1.5
Structural steel.....	107.3	107.3	0	107.3	0
Other building materials.....	94.2	93.8	+4	92.9	+1.4
Chemicals and allied products.....	77.5	76.9	+8	77.4	+1
Chemicals.....	85.1	85.0	+1	85.2	-1
Drugs and pharmaceuticals.....	95.9	95.8	+1	79.7	+20.3
Fertilizer materials.....	69.9	68.1	+2.6	69.8	+1
Mixed fertilizers.....	74.2	74.2	0	72.6	+2.2
Oils and fats.....	42.3	39.8	+6.3	54.7	-22.7
Housefurnishing goods.....	88.6	88.6	0	88.4	+2
Furnishings.....	95.0	95.0	0	94.2	+8
Furniture.....	81.8	81.8	0	82.3	-6
Miscellaneous.....	77.5	76.9	+8	77.0	+6
Automobile tires and tubes.....	58.6	58.8	-3	55.6	+5.4
Cattle feed.....	92.1	80.1	+15.0	91.5	+7
Paper and pulp.....	93.1	93.2	-1	88.0	+5.8
Rubber, crude.....	42.9	41.6	+3.1	42.5	+9
Other miscellaneous.....	82.8	82.7	+1	86.0	-3.7
Raw materials.....	72.6	71.4	+1.7	72.4	+3
Semimanufactured articles.....	80.7	79.4	+1.6	82.1	-1.7
Manufactured products.....	82.6	82.1	+6	82.0	+7
All commodities other than farm products.....	81.9	81.3	+7	81.6	+4
All commodities other than farm products and foods.....	84.1	83.5	+7	84.0	+1

¹ Data not yet available.² Preliminary revision.³ Revised series.

Slight advances in prices for furniture and stoves did not affect the index for the housefurnishing goods group as a whole. It remained unchanged at the October level, 88.6 percent of the 1926 average.

In the miscellaneous commodities group, cattle feed prices rose 15 percent. Crude rubber advanced about 3 percent and prices were also higher for cooperage and soaps. Paper and pulp declined fractionally.

Index numbers for the groups and subgroups of commodities for October and November 1940 and November 1939 and the percentage changes from a month ago and a year ago are shown in table 1.

Index Numbers by Commodity Groups, 1926 to November 1940

Index numbers of wholesale prices by commodity groups for selected years from 1926 to 1939, inclusive, and by months from November 1939 to November 1940, inclusive, are shown in table 2.

TABLE 2.—Index Numbers of Wholesale Prices, by Groups of Commodities

[1926=100]

Year and month	Farm products	Foods	Hides and leather products	Textile products	Fuel and lighting	Metals and metal products	Building materials	Chemicals and allied products	House-furnishing goods	Miscellaneous	All commodities
By years:											
1926.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1929.....	104.9	99.9	109.1	90.4	83.0	100.5	95.4	94.0	94.3	82.6	95.3
1932.....	48.2	61.0	72.9	54.9	70.3	80.2	71.4	73.9	75.1	64.4	64.8
1933.....	51.4	60.5	80.9	64.8	66.3	79.8	77.0	72.1	75.8	62.5	65.9
1936.....	80.9	82.1	95.4	71.5	76.2	87.0	86.7	78.7	81.7	70.5	80.8
1937.....	86.4	85.5	104.6	76.3	77.6	95.7	95.2	82.6	89.7	77.8	86.3
1938.....	68.5	73.6	92.8	66.7	76.5	95.7	90.3	77.0	86.8	73.3	78.6
1939.....	65.3	70.4	95.6	69.7	73.1	94.4	90.5	76.0	86.3	74.8	77.1
By months:											
1939:											
November.....	67.3	72.3	104.0	76.4	74.1	96.0	93.0	77.4	88.4	77.0	79.2
December.....	67.6	71.9	103.7	78.0	72.8	96.0	93.0	77.7	88.5	77.4	79.2
1940:											
January.....	69.1	71.7	103.6	77.9	72.7	95.8	93.4	77.7	87.9	77.7	79.4
February.....	68.7	71.1	102.4	75.4	72.4	95.3	93.2	77.5	88.0	77.3	78.7
March.....	67.9	70.2	101.8	74.0	72.2	95.5	93.3	77.0	88.0	76.9	78.4
April.....	69.4	71.6	101.8	72.9	71.8	94.5	92.5	76.8	88.4	77.7	78.6
May.....	67.9	71.4	101.3	72.9	71.7	94.5	92.5	76.7	88.5	77.7	78.4
June.....	66.2	70.3	99.2	72.6	71.4	94.7	92.4	76.1	88.5	77.3	77.5
July.....	66.5	70.3	99.0	72.4	71.1	95.1	92.5	77.0	88.5	77.7	77.7
August.....	65.6	70.1	96.9	72.3	71.1	94.9	93.3	76.7	88.5	76.7	77.4
September.....	66.2	71.5	98.3	72.5	71.0	95.4	95.6	76.8	88.5	76.5	78.0
October.....	66.4	71.1	100.4	73.6	71.6	97.3	97.8	76.9	88.6	76.9	78.7
November.....	68.2	72.5	102.3	74.5	71.9	97.6	98.9	77.5	88.6	77.5	79.6

¹ Revised.

The price trend for specified years and months since 1926 is shown in table 3 for the following groups of commodities: Raw materials, semimanufactured articles, manufactured products, commodities other than farm products, and commodities other than farm products and foods. The list of commodities included under the classifications

"Raw materials," "Semimanufactured articles," and "Manufactured products" was given in Serial No. R. 1069—Wholesale Prices, December and Year 1939.

TABLE 3.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semi-manufactured articles	Manufactured products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semi-manufactured articles	Manufactured products	All commodities other than farm products	All commodities other than farm products and foods
By years:						By months—Con.					
1926.....	100.0	100.0	100.0	100.0	100.0	1940:					
1929.....	97.5	93.9	94.5	93.3	91.6	January.....	73.8	81.7	81.7	81.5	83.9
1932.....	55.1	59.3	70.3	68.3	70.2	February.....	72.7	79.9	81.4	80.8	83.2
1933.....	56.5	65.4	70.5	69.0	71.2	March.....	72.0	79.7	81.1	80.5	82.9
						April.....	73.0	78.2	81.2	80.5	82.5
1936.....	79.9	75.9	82.0	80.7	79.6	May.....	72.0	78.3	81.3	80.5	82.5
1937.....	84.8	85.3	87.2	86.2	85.3	June.....	70.7	77.9	80.5	79.8	82.2
1938.....	72.0	75.4	82.2	80.6	81.7	July.....	70.7	77.8	80.9	80.0	82.3
1939.....	70.2	77.0	80.4	79.5	81.3	August.....	69.8	77.0	81.0	79.9	82.0
By months:						September.....	70.5	77.6	81.5	80.4	82.3
1939:						October.....	71.4	79.4	82.1	81.3	83.5
November.....	72.4	82.1	82.0	81.6	84.0	November.....	72.6	80.7	82.6	81.9	84.1
December.....	73.3	82.0	81.7	81.6	83.9						

Weekly Fluctuations

Weekly fluctuations in the major commodity group classifications during October and November are shown by the index numbers in table 4.

TABLE 4.—Weekly Index Numbers of Wholesale Prices by Commodity Groups, October and November 1940

[1926=100]

Commodity group	Nov. 30	Nov. 23	Nov. 16	Nov. 9	Nov. 2	Oct. 26	Oct. 19	Oct. 12	Oct. 5
All commodities.....	79.7	79.5	79.3	78.8	78.5	78.6	78.4	78.1	77.8
Farm products.....	69.1	68.8	68.4	67.2	66.5	67.0	66.7	66.1	65.5
Foods.....	73.3	72.8	72.6	71.7	70.8	70.8	71.0	71.0	70.7
Hides and leather products.....	103.1	103.1	103.0	102.4	102.3	101.9	100.7	100.3	99.9
Textile products.....	74.2	74.2	74.0	73.9	73.7	73.6	73.5	72.6	72.5
Fuel and lighting materials.....	72.8	72.4	72.6	72.5	72.2	72.2	72.3	72.3	72.3
Metals and metal products.....	97.6	97.4	97.5	97.4	97.4	97.4	97.4	96.4	95.8
Building materials.....	99.1	98.8	98.3	98.3	98.1	97.6	97.3	97.5	96.5
Chemicals and allied products.....	77.7	77.5	77.4	77.2	77.1	77.0	76.9	76.8	76.8
Housefurnishing goods.....	90.2	90.2	90.1	90.1	90.1	90.0	90.0	90.0	90.1
Miscellaneous.....	77.4	77.5	77.6	77.1	76.9	77.0	76.8	76.4	76.4
Raw materials.....	72.9	72.7	72.5	71.6	71.2	71.5	71.3	70.8	70.4
Semi-manufactured articles.....	80.6	80.5	80.4	80.2	80.0	79.7	79.4	78.8	78.6
Manufactured products.....	83.1	82.9	82.8	82.4	82.0	82.1	82.1	81.8	81.6
All commodities other than farm products.....	82.0	81.8	81.8	81.4	81.1	81.1	81.0	80.7	80.5
All commodities other than farm products and foods.....	84.5	84.3	84.1	83.9	83.7	83.7	83.5	83.1	82.9

¹ Revised.

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR NOVEMBER 1940

Total Nonagricultural Employment

TOTAL nonagricultural employment, exclusive of the armed forces, was 36,545,000 in November, a gain of nearly 50,000 since October and more than 1,100,000 since November of last year. Although the increase over the month was small, it was noteworthy because employment has shown a decline in November of each year since 1929, the average decline for the past 11 years having been 400,000. Factory employment showed a contraseasonal increase from October to November of 62,300 wage earners, in contrast to a normally expected decline of 150,000. There was a seasonal increase of 60,000 workers in retail and wholesale trade, a gain of 5,000 in mining, and a small increase in the number employed on construction projects. Employment declines were shown in the following groups: Transportation and public utilities (56,000), finance and miscellaneous (19,000), and Federal, State, and local government excluding the armed forces (5,000).

The major portion of the gain in total nonagricultural employment from November 1939 to November 1940 was in manufacturing industries, which added more than half a million workers to their pay rolls. Employment on construction projects was also considerably above last year's level, 270,000 more workers having been taken on since a year ago. Wholesale and retail establishments employed 93,000 more workers; finance, service, and miscellaneous companies, 46,000 more; and transportation and public-utility companies, 42,000 more. Employment in the Federal, State, and local government services was 146,000 higher than a year ago, while the armed forces, which are not included in the above nonagricultural totals, showed a gain of 420,000. The mining group showed a decline of 20,000 in the number of employees.

These figures do not include emergency employment which increased 67,000 as follows: 34,000 on projects operated by the Work Projects Administration, 3,000 in the Civilian Conservation Corps, and 30,000 on the out-of-school work program of the National Youth Administration.

Industrial and Business Employment

Gains in factory employment and pay rolls from October to November continued to be widespread, 114 of the 157 manufacturing industries now surveyed showing increases in the number at work and 92 showing larger pay rolls. Of the 16 nonmanufacturing industries regularly surveyed, 8 reported increases in the number at work and 6 reported gains in pay rolls.

The gains of 0.7 percent in factory employment and 0.3 percent in corresponding pay rolls represented increases of 62,300 in the number of wage earners and more than \$600,000 in weekly wages. These increases were in contrast to seasonally expected declines of 1.7 percent in employment (or 150,000 workers) and 3.2 percent in weekly pay rolls (or \$7,000,000). In the durable-goods group of manufacturing industries employment rose 2.5 percent, while in the non-durable-goods group there was a decline of 1.0 percent. Most of the increases in the individual industries were larger than seasonal and most of the declines were smaller than seasonal.

Defense industries continued to increase their working forces. The 6 defense industries which have attracted particular attention in recent months showed employment gains as follows: Aircraft, 10,200 wage earners; shipbuilding, 3,700; engines, 3,000; machine tools, 2,200; aluminum manufactures, 800; explosives, 200. Employment in these 6 industries has increased by 220,000, or nearly 115 percent, since 1937, the most recent peak year. Other industries stimulated directly or indirectly by war orders and showing large employment gains over the month were cotton goods (13,200), woolen and worsted goods (8,200), foundries (13,500), electrical machinery (10,000), steel (8,600), brass, bronze, and copper products (4,900), and chemicals (1,400).

Automobile plants again reported a larger-than-seasonal employment gain of 3.5 percent or 17,700 workers, reflecting a continued expansion in production. Electric and steam-railroad car-building firms showed an employment increase of 9.5 percent, or 3,400 workers; glass factories hired 3.3 percent, or 2,700 more men; wirework plants, 6.8 percent, or 2,300 workers; and planing mills, 2.8 percent, or 2,000 workers. Most of the industries showing declines usually have recessions in November, among them being canning (38.9 percent), millinery (20.0 percent), boots and shoes (4.8 percent), women's clothing (3.5 percent), and beverages (3.1 percent).

Among the 67 industries recently added to the monthly report, employment increased in the following industries affected by defense activity: Professional, scientific, commercial, and industrial instruments and apparatus (5.5 percent), abrasives (10.2 percent), ammunition (7.6 percent), firearms (10.4 percent), screw-machine products

(5.1 percent), optical goods (4.7 percent), machine-tool accessories (4.8 percent), fire extinguishers, chemical (11.3 percent).

In retail trade, there was a better-than-seasonal employment gain of 1.8 percent, or 47,000 workers, due largely to the 6-percent increase in the general merchandise group in preparation for pre-Christmas trade. Department stores took on 5.8 percent more workers; variety stores, 6.9 percent; general merchandise stores, 5.5 percent; and mail-order houses, 5.8 percent. Men's and boys' clothing stores gained 2.6 percent more workers, family clothing stores 2 percent, and stores dealing in women's clothing maintained employment at the high October level. Grocery stores took on 1.1 percent more workers, and jewelers 4.4 percent more, to handle holiday trade, and automobile dealers reported a gain of 0.8 percent. Firms dealing in lumber and building materials decreased employment by 2.5 percent; heating and plumbing equipment, 4.1 percent; and paint, glass, and wallpaper, 1.9 percent.

A contraseasonal employment gain of 1 percent, or 17,000 workers, was reported by wholesalers between mid-October and mid-November, small increases being shown in most of the major lines of wholesale trade. Wholesale dealers in farm products reported a substantial seasonal gain (19.4 percent), while in the automotive and dry goods and apparel groups employment declines of 2.5 percent and 0.1 percent, respectively, were reported. Assemblers and country buyers took on 7.3 percent more employees; dealers in chemicals, drugs, and allied products, 4 percent; metals and minerals, 3 percent; and jewelry and optical goods, 1.6 percent.

Anthracite mines increased their workers by 1.9 percent and pay rolls rose by 16.5 percent, reflecting increased production during the first half of November. In bituminous-coal mines, the employment gain of 0.8 percent, which was less than the usual November increase of more than 2 percent, was coupled with a pay-roll rise of 1.1 percent. Metal mines again took on more workers (0.4 percent), continuing the series of monthly gains which began in April. Quarries curtailed employment less than seasonally by 2.9 percent, one of the smallest November declines recorded during a 12-year survey of this industry. Employment remained at about the October level in telephone and telegraph, brokerage, and insurance offices and in street-railway and bus operations. Dyeing and cleaning plants and laundries reduced their working forces less than seasonally by 2.9 percent and 0.7 percent, respectively, crude-petroleum producers by 1.6 percent, and electric light and power companies by 0.7 percent.

Private building-construction employment decreased 4.2 percent from October to November and pay rolls dropped 13.7 percent. The drop in employment was about equal to the average November decrease of the past 8 years (5.0 percent), while the observance of the

Armistice Day holiday and inclement weather in many sections during the reported pay period contributed to the sharp decrease in weekly pay rolls. The level of employment in November 1940 was 22.2 percent higher, and weekly pay rolls 18.4 percent higher, than in November 1939. Only slight increases in employment were registered in the Pacific States (0.7 percent) and the East South Central States (0.2 percent), but the West South Central States showed a slight decrease (0.7 percent). Large percentage decreases were reported for the Mountain States (14.1 percent), West North Central States (9.7 percent), South Atlantic States (6.1 percent), Middle Atlantic States (5.1 percent), New England States (4.4 percent), and the East North Central States (3.5 percent).

General building contractors and special trade contractors reported curtailed employment in November (2.8 percent and 5.5 percent, respectively). Each of the special building trades surveyed reported an employment decrease except glazing, building insulation, ornamental metal contracting, and structural steel erection, in which the employment gains were 9.1 percent, 5.7 percent, 3.2 percent, and 0.1 percent, respectively. The most marked decreases were reported by firms engaged in painting and decorating (13.4 percent), excavating (9.0 percent), and brick and stone masonry (8.8 percent).

A preliminary report of the Interstate Commerce Commission for class 1 steam railroads showed a decrease in employment of 2.7 percent between October and November, the total number employed in November being 1,043,733. Corresponding pay-roll figures for November were not available when this report was prepared. For October they were \$176,589,188, a gain of \$4,947,004 since September.

HOURS AND EARNINGS

The average hours worked per week by manufacturing wage earners were 38.6 cents in November, a decrease of 1.7 percent since October. The corresponding average hourly earnings were 67.8 cents, a gain of 1.0 percent over the month interval. The average weekly earnings of factory workers were \$26.93, a decrease of 0.5 percent since October. Of the 16 nonmanufacturing industries regularly surveyed 5 reported increases in average weekly earnings. Of the 14 nonmanufacturing industries for which man-hours are available, only 2 showed gains in average hours worked per week but 11 reported increases in average hourly earnings.

Wage-rate increases between October 16 and November 15 were reported by 265 of the 33,706 manufacturing establishments which supplied employment information in November. These increases averaged 8.3 percent and affected 91,256 of the 6,376,836 wage earners covered. Among the industries reporting wage increases were brass, bronze, and copper products (33,835 wage earners affected),

foundry and machine-shop products (6,416), sawmills (5,799), smelting and refining of copper, lead, and zinc (4,265), automobiles (3,993), paper and pulp (2,384), shipbuilding (2,302), electrical machinery (2,204), and dyeing and finishing (2,132).

TABLE 1.—*Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, November 1940 (Preliminary Figures)*

Industry	Employment			Pay rolls			Average weekly earnings		
	Index, November 1940	Percentage change from—		Index, November 1940	Percentage change from—		Average in November 1940	Percentage change from—	
		October 1940	November 1939		October 1940	November 1939		October 1940	November 1939
All manufacturing industries combined ¹	(1929-35 = 100) 110.8	+0.7	+6.6	(1929-35 = 100) 114.8	+0.3	+12.9	\$26.93	-0.5	+5.8
Class I steam railroads ²	58.4	-2.7	+5	(³)	(³)	(³)	(³)	(³)	(³)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite ⁴	50.4	+1.9	-1.9	37.6	+16.5	-10.5	24.56	+14.3	-8.8
Bituminous ⁴	90.0	+8	-5.2	84.6	+1.1	-12.2	25.10	+3	-7.4
Metalliferous mining	72.9	+4	+9.7	70.8	-8	+10.8	30.38	-1.2	+1.1
Quarrying and nonmetallic mining	47.4	-2.9	+8	42.6	-8.9	-9	22.50	-6.2	-1.7
Crude-petroleum production	61.4	-1.6	-3.7	56.5	-1.9	-5.2	33.78	-3	-1.5
Public utilities:									
Telephone and telegraph ⁵	79.1	+1	+4.0	101.8	-7	+5.6	\$31.58	-8	+1.5
Electric light and power ⁵	91.6	-7	+1.5	106.0	-9	+3.4	\$35.29	-2	+1.9
Street railways and buses ⁶	68.6	-1	-1.0	70.2	-7	+1.2	\$33.44	-6	+2.3
Trade:									
Wholesale ⁷	91.9	+1.0	-2	80.6	+5	+1.9	\$30.46	-5	+2.2
Retail ⁸	96.0	+1.8	+2.9	86.9	+1.3	+3.9	\$20.71	-5	+1.0
Hotels (year-round) ⁹	92.5	-1.1	+7	83.7	-5	+2.3	\$15.65	+5	+1.6
Laundries ⁴	99.5	-7	+4.1	87.3	-8	+5.4	18.16	-1	+1.2
Dyeing and cleaning ⁴	106.2	-2.9	+8.6	78.0	-5.3	+10.2	20.10	-2.5	+1.4
Brokerage	(³)	+10	-12.2	(³)	+4	-12.3	\$37.24	+4	-2
Insurance	(³)	+1	+1.7	(³)	+2	+2.6	\$36.37	+1	+8
Building construction	(³)	-4.2	+22.2	(³)	-13.7	+18.4	30.44	-9.9	-3.2
Water transportation ¹¹	75.9	-5.1	(³)	(³)	(³)	(³)	(³)	(³)	(³)

¹ Revised indexes—Adjusted to 1937 Census of Manufactures. See also table 5 in the December 1940 Monthly Labor Review (p. 1591).

² Preliminary; source—Interstate Commerce Commission.

³ Not available.

⁴ Indexes adjusted to 1935 Census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, Employment and Pay Rolls.

⁵ Retail-trade indexes adjusted to 1935 Census and public-utility indexes to 1937 Census. Not comparable with indexes published in pamphlets prior to January 1940 or in the Monthly Labor Review prior to April 1940. Revised series available upon request.

⁶ Average weekly earnings not strictly comparable with figures published in issues of the pamphlet dated earlier than January 1938, or in the Monthly Labor Review dated earlier than April 1938 (except for the January figures appearing in the March issue), as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

⁷ Covers street railways and trolley and motorbus operations of subsidiary, affiliated, and successor companies.

⁸ Indexes adjusted to 1933 Census. Comparable series in November 1934 and subsequent issues of pamphlet or February 1935 and subsequent issues of Monthly Labor Review.

⁹ Cash payments only; the additional value of board, room, and tips cannot be computed.

¹⁰ Less than one-tenth of 1 percent.

¹¹ Based on estimates prepared by the U. S. Maritime Commission.

Out of a total of approximately 97,000 nonmanufacturing establishments reporting in November (excluding building-construction firms), 47 showed wage-rate increases averaging 6.0 percent and affecting 4,323 workers out of a total of about 3,000,000 employees covered. The only nonmanufacturing industry in which a substantial number

of employees was affected by wage-rate increases was the metal-mining industry (2,517).

As the Bureau's survey does not cover all establishments in an industry and, furthermore, as some firms may have failed to report wage changes, these figures should not be construed as representing the total number of wage changes occurring in manufacturing and nonmanufacturing industries.

Employment and pay-roll indexes and average weekly earnings for November 1940 are given in table 1 for all manufacturing industries combined, for selected nonmanufacturing industries, for water transportation, and for class I railroads. Percentage changes over the month and year intervals are also given.

Public Employment

Construction projects financed from appropriations to regular Federal agencies furnished employment to 631,000 workers in the month ending November 15. The number of men at work on building-construction projects rose to 296,000, a gain of 157,000 as compared with the preceding month. Approximately 11,000 more men were given jobs on ship construction. Employment on other types of construction projects financed from regular funds declined 14,000 during the month, leaving a net gain of 154,000. Pay-roll disbursements of \$65,139,000 on all types of projects were \$13,412,000 greater than in October.

Contractors on low-rent projects sponsored by the United States Housing Authority curtailed employment to the extent of about 2,000 workers in the month ending November 15. Wage payments of \$5,503,000 to the 51,000 building-trades workers employed were \$74,000 less than in October.

The number of workers employed on construction projects financed from Public Works Administration funds dropped to 31,000 in the month ending November 15, a decrease of 7,000 from October. Pay-roll disbursements amounted to \$3,614,000.

Reports from contractors indicate that there was no change in employment on construction projects financed by the Reconstruction Finance Corporation. Wage payments to the 2,000 men employed during the month ending November 15 totaled \$192,000.

Employment on work-relief projects operated by the Work Projects Administration showed a gain of 34,000 in November. Pay-roll disbursements of \$90,811,000 to the 1,746,000 workers on relief projects were, however, \$8,560,000 less than in the preceding month. In the same period approximately 73,000 workers were employed on Federal agency projects financed by the Work Projects Administration, an increase of 2,000 over October. Pay rolls on these projects were \$3,475,000.

The National Youth Administration reported employment gains on the student-work program and the out-of-school work program. An increase of 98,000 brought employment on the student-work program up to 440,000 in November and a gain of 30,000 on the out-of-school work program lifted the total to 267,000. Wage payments totaled \$3,068,000 on the former, and \$5,504,000 on the latter.

Employment in camps of the Civilian Conservation Corps rose 3,000 in November. Of the 321,000 on the pay rolls, 286,500 were enrollees; 1,500, educational advisers; 200, nurses; and 32,800, supervisory and technical employees. Pay rolls amounted to \$14,016,000.

TABLE 2.—*Summary of Employment and Pay Rolls in the Regular Federal Services and on Projects Financed Wholly or Partially from Federal Funds, November 1940 (Preliminary Figures)*

Class	Employment			Pay rolls		
	November 1940	October 1940	Percentage change	November 1940	October 1940	Percentage change
Federal Services:						
Executive ¹	1,111,530	1,086,639	+2.3	\$168,388,802	\$166,485,603	+1.1
Judicial.....	2,919	2,841	+2.7	669,379	656,398	+2.0
Legislative.....	5,932	5,892	+7	1,294,629	1,299,002	-.3
Military.....	821,662	733,220	+12.1	52,796,914	47,902,197	+10.2
Construction projects:						
Financed by regular Federal appropriations.....	630,848	477,397	+32.1	65,138,967	51,727,448	+25.9
USHA low-rent housing.....	50,806	52,555	-3.3	5,502,764	5,577,218	-1.3
Financed by PWA ²	31,117	37,824	-17.7	3,614,039	4,191,769	-13.8
Financed by RFC ³	1,826	1,832	-.3	191,592	215,858	-11.2
Federal agency projects financed by Work Projects Administration.....	73,306	71,674	+2.3	3,474,911	3,373,145	+3.0
Projects operated by WPA.....	1,746,065	1,711,674	+2.0	90,810,663	99,370,355	-8.6
National Youth Administration:						
Student work program.....	439,548	341,199	+28.8	3,067,736	2,160,889	+42.0
Out-of-school program.....	266,759	236,312	+12.9	5,504,433	4,943,231	+11.4
Civilian Conservation Corps.....	321,157	318,453	+8	14,016,434	14,058,799	-.3

¹ Includes force-account and supervisory and technical employees shown under other classifications to the extent of 164,277 employees and pay-roll disbursements of \$21,692,218 for November 1940, and 159,960 employees and pay-roll disbursements of \$22,909,162 for October 1940.

² Data covering PWA projects financed from National Industrial Recovery Act funds, Emergency Relief Appropriation Acts of 1935, 1936, 1937 funds, and Public Works Administration Appropriation Act of 1938 are included. These data are not shown under projects financed by the Work Projects Administration. Includes 4,629 wage earners and \$473,672 pay roll for November 1940; 5,429 wage earners and \$570,344 pay roll for October 1940, covering Public Works Administration projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds. Includes 23,979 wage earners and \$2,906,994 pay roll for November 1940; 30,177 wage earners and \$3,402,104 pay roll for October 1940, covering Public Works Administration projects financed from funds provided by the Public Works Administration Appropriation Act of 1938.

³ Includes 606 employees and pay-roll disbursements of \$63,405 for November 1940; 756 employees and pay-roll disbursements of \$94,921 for October 1940 on projects financed by the RFC Mortgage Co.

Increased employment was reported in all the regular services of the Federal Government. Employment in the executive service reached 1,112,000, a gain of 25,000 over October. The armed forces of the United States Government were increased by 88,000 in November. Slight increases were reported in the judicial and legislative services. Of the 1,112,000 employees in the executive service 153,000 were working in the District of Columbia and 959,000 outside the District. Force-account employees (employees on the pay roll of the United States Government who are engaged on construction projects, and

whose period of employment terminates as the project is completed) were 12 percent of the total number of employees in the executive service. Employment increases were reported in the War, Navy, Treasury, and Post Office Departments and in the Department of the Interior, while a decrease was reported in the Federal Works Agency.

Employment on State-financed road projects dropped 29,000 in November. Of the 179,000 on the pay roll, 51,000 were engaged in the construction of new roads and 128,000 on maintenance. Pay-roll disbursements of \$12,676,000 were \$2,838,000 less than in October.

A summary of employment and pay-roll data in the regular Federal services and on projects financed wholly or partially from Federal funds is given in table 2 on page 245.

DETAILED REPORTS FOR OCTOBER 1940

A MONTHLY report on employment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is distributed free upon request. Its principal contents for the month of October 1940, insofar as industrial and business employment is concerned, are reproduced in this section of the Monthly Labor Review.

The estimates of "Total nonagricultural employment," given on the first line of table 1, represent the number of persons engaged in gainful work in the United States in nonagricultural industries, including proprietors and firm members, self-employed persons, casual workers, and domestic workers. The series described as "Employees in nonagricultural establishments" does not include proprietors, self-employed persons, and domestic or casual workers. Neither set of figures includes persons employed on WPA or NYA projects, or enrollees in CCC camps. The estimates for "Employees in nonagricultural establishments" are shown separately for each of seven major industry groups. Tables giving figures for each group, by months, for the period from January 1929 to date are available on request.

The figures represent the number of persons working at any time during the week ending nearest the middle of each month. The totals for the United States have been adjusted to conform to the figures shown by the 1930 Census of Occupations for the number of nonagricultural "gainful workers" less the number shown to have been unemployed for 1 week or more at the time of the census. Separate estimates for "Employees in nonagricultural establishments" are shown in table 2 for each of the 48 States and the District of Columbia for September and October 1940 and October 1939. Tables showing monthly figures for each State from January 1938 to date are available on request. The State figures do not include the armed forces of the United States nor employees on merchant vessels. Certain adjustments have been made in the United States estimates which cannot be made on a State basis, and for this reason the total of the State estimates will not agree exactly with the United States figures even if allowance is made for military, naval, and maritime employment. These estimates are based in large part on industrial censuses and on regular reports of employers to the United States Bureau of Labor Statistics and to other Government agencies, such as the Interstate Commerce Commission. Data derived from employers' quarterly reports in connection with "old age and survivors' insurance," and employers' monthly reports in connection with unemployment compensation have been used extensively as a check on estimates

derived from other sources, and in some industries they have provided the most reliable information available.

TABLE 1.—*Estimates of Total Nonagricultural Employment, by Major Groups*

[In thousands]

Industrial group	October 1940 (preliminary)	September 1940	Change September to October 1940	October 1939	Change October 1939 to October 1940
Total nonagricultural employment ¹	36,987	36,652	+335	35,809	+1,187
Employees in nonagricultural establishments ²	30,838	30,500	+338	29,651	+1,187
Manufacturing.....	10,373	10,184	+189	9,862	+511
Mining.....	852	847	+5	871	-19
Construction.....	1,545	1,489	+56	1,366	+179
Transportation and public utilities.....	3,079	3,075	+4	3,033	+46
Trade.....	6,297	6,240	+57	6,228	+69
Finance, service, and miscellaneous.....	4,193	4,252	-59	4,158	+35
Federal, State, and local government:					
Civil employees.....	3,876	3,853	+23	3,747	+129
Military and naval forces.....	623	560	+63	386	+237

¹ Includes proprietors, firm members, self-employed persons, casual workers, and domestic workers.

² Does not include proprietors, firm members, self-employed persons, casual workers, and domestic workers.

TABLE 2.—*Estimated Number of Employees in Nonagricultural Establishments, by States*

[Excludes proprietors, firm members, self-employed persons, casual workers, domestic workers, the armed forces of the United States, and employees on merchant vessels]

[In thousands]

Geographic division and State	October 1940 (preliminary)	September 1940	Change September to October 1940		October 1939	Change October 1939 to October 1940	
			Number	Percentage		Number	Percentage
New England	2,594	2,575	+19	+0.8	2,501	+93	+3.7
Maine.....	196	200	-4	-1.9	190	+6	+3.1
New Hampshire.....	127	133	-6	-4.5	127	0	+1
Vermont.....	78	79	-1	-2.2	75	+3	+3.7
Massachusetts.....	1,350	1,335	+15	+1.1	1,313	+37	+2.8
Rhode Island.....	238	234	+4	+1.9	235	+3	+1.4
Connecticut.....	605	594	+11	+2.0	561	+44	+7.9
Middle Atlantic	7,885	7,831	+54	+4	7,654	+231	+2.8
New York.....	3,907	3,904	+3	+1	3,873	+34	+9
New Jersey.....	1,217	1,227	-10	-8	1,127	+90	+8.0
Pennsylvania.....	2,741	2,700	+41	+1.5	2,654	+87	+3.3
East North Central	6,998	6,903	+95	+1.4	6,668	+330	+4.9
Ohio.....	1,815	1,789	+26	+1.5	1,747	+68	+3.9
Indiana.....	814	809	+5	+6	762	+52	+6.8
Illinois.....	2,278	2,253	+25	+1.1	2,193	+85	+3.8
Michigan.....	1,447	1,405	+42	+3.0	1,343	+104	+7.8
Wisconsin.....	644	647	-3	-6	623	+21	+3.3
West North Central	2,398	2,399	-9	+4	2,359	+39	+1.7
Minnesota.....	532	540	-8	-1.5	527	+5	+9
Iowa.....	411	412	-1	-1	403	+8	+2.1
Missouri.....	785	774	+11	+1.4	767	+18	+2.3
North Dakota.....	80	80	0	+2	78	+2	+2.8
South Dakota.....	85	85	0	-3	84	+1	+6
Nebraska.....	207	203	+4	+2.2	206	+1	+7
Kansas.....	298	295	+3	+1.1	294	+4	+1.7
South Atlantic	3,575	3,518	+57	+1.6	3,428	+147	+4.3
Delaware.....	77	77	0	+7	69	+8	+12.1
Maryland.....	530	525	+5	+1.0	492	+38	+7.7
District of Columbia.....	300	351	+9	+2.6	328	+32	+9.8
Virginia.....	505	499	+6	+1.3	485	+20	+4.3
West Virginia.....	376	373	+3	+9	378	-2	-6
North Carolina.....	606	601	+5	+8	603	+3	+4
South Carolina.....	285	284	+1	+3	274	+11	+3.8
Georgia.....	476	465	+11	+2.4	465	+11	+2.5
Florida.....	360	343	+17	+4.9	334	+26	+7.7

TABLE 2.—Estimated Number of Employees in Nonagricultural Establishments, by States—Continued

[In thousands]

Geographic division and State	October 1940 (preliminary)	September 1940	Change September to October 1940		October 1939	Change October 1939 to October 1940	
			Number	Percentage		Number	Percentage
East South Central	1,387	1,371	+16	+1.3	1,351	+36	+2.8
Kentucky.....	366	364	+2	+ .7	366	0	+ .2
Tennessee.....	458	452	+6	+1.4	441	+17	+3.9
Alabama.....	374	369	+5	+1.5	355	+19	+5.5
Mississippi.....	189	186	+3	+1.6	189	0	(1)
West South Central	1,855	1,829	+26	+1.3	1,832	+23	+1.2
Arkansas.....	183	180	+3	+1.8	183	0	+ .1
Louisiana.....	381	374	+7	+1.6	374	+7	+1.7
Oklahoma.....	294	292	+2	+ .4	295	-1	- .3
Texas.....	997	983	+14	+1.4	980	+17	+1.7
Mountain	801	786	+15	+1.9	776	+25	+3.1
Montana.....	115	113	+2	+1.3	113	+2	+1.3
Idaho.....	91	87	+4	+3.8	88	+3	+3.2
Wyoming.....	54	54	0	+ .3	54	0	+ .3
Colorado.....	234	229	+5	+2.5	226	+8	+3.6
New Mexico.....	71	68	+3	+4.0	67	+4	+5.4
Arizona.....	89	88	+1	+1.6	87	+2	+2.6
Utah.....	114	114	0	+ .3	110	+4	+3.8
Nevada.....	33	33	0	-1.0	31	+2	+4.9
Pacific	2,449	2,475	-26	-1.1	2,376	+73	+3.0
Washington.....	429	443	-14	-3.3	426	+3	+ .6
Oregon.....	236	247	-11	-4.4	230	+6	+2.3
California.....	1,784	1,785	-1	(1)	1,720	+64	+3.7

¹ Less than 1/10 of 1 percent.*Industrial and Business Employment*

Monthly reports on employment and pay rolls are available for 157 manufacturing industries; 16 nonmanufacturing industries, including private building construction; water transportation; and class I steam railroads. The reports for the first 2 of these groups—manufacturing and nonmanufacturing—are based on sample surveys by the Bureau of Labor Statistics. The figures on water transportation are based on estimates prepared by the Maritime Commission, and those on class I steam railroads are compiled by the Interstate Commerce Commission. They are presented in the foregoing summary.

The indexes of factory employment and pay rolls are based on the 3-year average 1923-25 as 100 and are adjusted to 1937 census data. They relate to wage earners only and are computed from reports supplied by representative manufacturing establishments in 90 of the 157 manufacturing industries surveyed. These reports cover more than 55 percent of the total wage earners in all manufacturing industries of the country and more than 65 percent of the wage earners in the 90 industries covered.

The indexes for the nonmanufacturing industries are based on the 12-month average for 1929 as 100. Figures for mining, laundries, and dyeing and cleaning cover wage earners only, but the figures for public utilities, trade, and hotels relate to all employees except corpo-

ration officers, executives, and other employees whose duties are mainly supervisory. For crude-petroleum production they cover wage earners and clerical field force. The coverage of the reporting samples for the various nonmanufacturing industries ranges from approximately 25 percent for wholesale and retail trade, dyeing and cleaning, and insurance, to approximately 80 percent for quarrying and nonmetallic mining, anthracite mining, and public utilities.

The indexes for retail trade have been adjusted to conform in general with the 1935 Census of Retail Distribution and are weighted by lines of trade. For the public utilities they have been adjusted to the 1937 Census of Electrical Industries, for wholesale trade to the 1933 census, and for coal mining, year-round hotels, -laundries, and dyeing and cleaning to the 1935 censuses.

Data for both manufacturing and nonmanufacturing industries are based on reports of the number of employees and the amount of pay rolls for the pay period ending nearest the 15th of the month.

The average weekly earnings shown in table 3 are computed by dividing the total weekly pay rolls in the reporting establishments by the total number of full- and part-time employees reported. As not all reporting establishments supply man-hours, average hours worked per week and average hourly earnings are necessarily based on data furnished by a smaller number of reporting firms. The size and composition of the reporting sample vary slightly from month to month. Therefore, the average hours per week, average hourly earnings, and average weekly earnings shown may not be strictly comparable from month to month. The sample, however, is believed to be sufficiently adequate in virtually all instances to indicate the general movement of earnings and hours over the period shown. The changes from the preceding month, expressed as percentages, are based on identical lists of firms for the 2 months, but the changes from October 1939 are computed from chain indexes based on the month-to-month percentage changes.

EMPLOYMENT AND PAY-ROLL INDEXES, AVERAGE HOURS, AND AVERAGE EARNINGS

The indexes of employment and pay rolls as well as average hours worked per week, average hourly earnings, and average weekly earnings in manufacturing and nonmanufacturing industries for August, September, and October 1940, where available, are presented in table 3. The August and September figures, where given, may differ in some instances from those previously published because of revisions necessitated primarily by the inclusion of late reports.

Table 4 gives revised data for anthracite mining for the months February to September 1940, inclusive.

In table 5, indexes of employment and pay rolls are given for all manufacturing industries combined, for the durable- and nondurable-goods groups of manufacturing industries, and for each of 13 non-manufacturing industries, by months, from October 1939 to October 1940, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to October 1940.

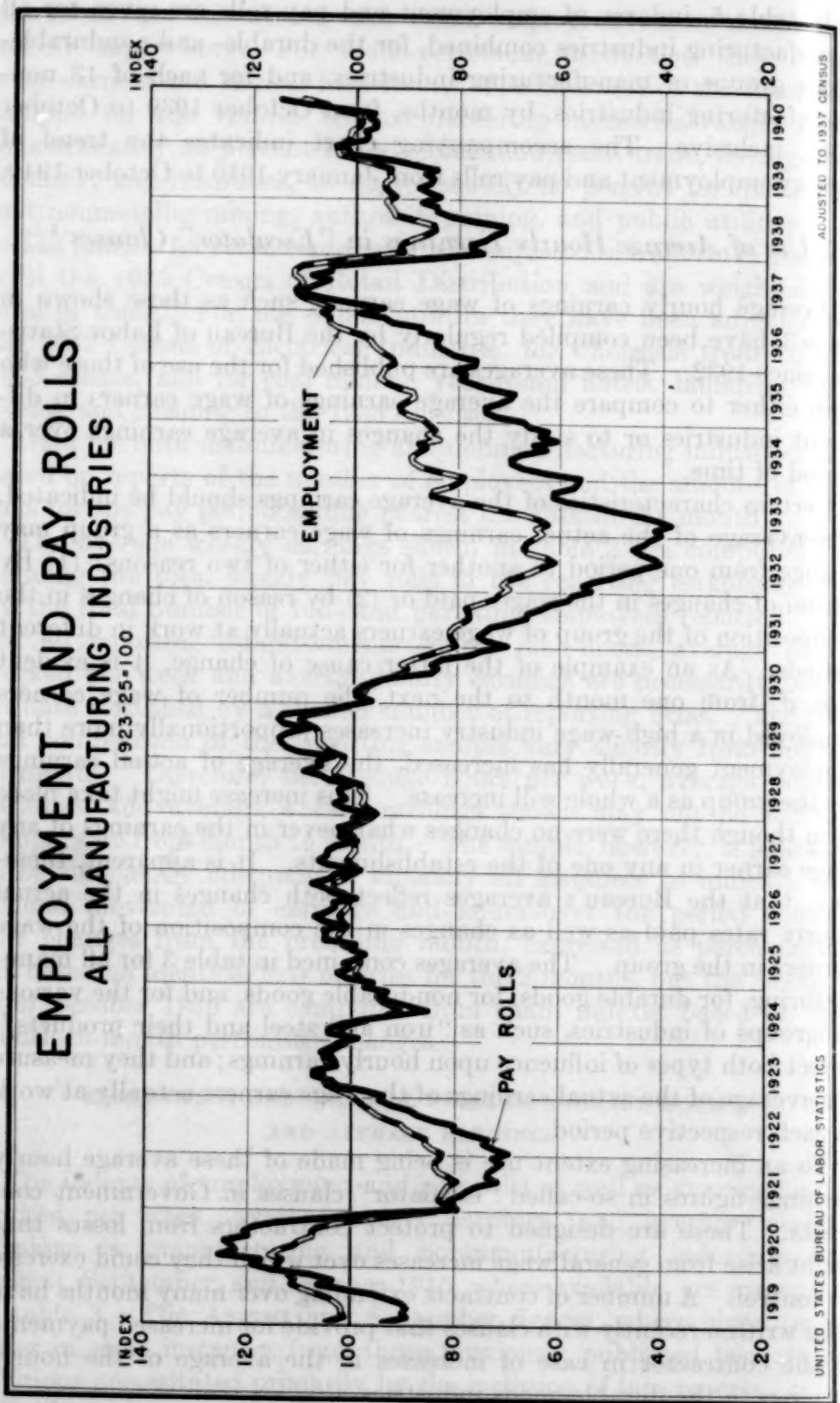
*Use of Average Hourly Earnings in "Escalator" Clauses*¹

Average hourly earnings of wage earners, such as those shown in table 3, have been compiled regularly by the Bureau of Labor Statistics since 1932. These averages are published for the use of those who wish either to compare the average earnings of wage earners in different industries or to study the changes in average earnings over a period of time.

Certain characteristics of the average earnings should be indicated. The average of the actual earnings of wage earners as a group may change from one period to another for either of two reasons: (1) By reason of changes in the wages paid or (2) by reason of changes in the composition of the group of wage earners actually at work in different periods. As an example of the latter cause of change, it is evident that if, from one month to the next, the number of wage earners employed in a high-wage industry increases proportionally more than employment generally has increased, the average of actual earnings for the group as a whole will increase. This increase might take place even though there were no changes whatsoever in the earnings of any wage earner in any one of the establishments. It is apparent, therefore, that the Bureau's averages reflect both changes in the actual hourly rates paid as well as changes in the composition of the wage earners in the group. The averages contained in table 3 for all manufacturing, for durable goods, for nondurable goods, and for the various subgroups of industries, such as "iron and steel and their products," reflect both types of influence upon hourly earnings; and they measure the average of the actual earnings of the wage earners actually at work in each respective period.

To an increasing extent use is being made of these average hourly earnings figures in so-called "escalator" clauses in Government contracts. These are designed to protect contractors from losses that might arise from general wage increases over which they could exercise no control. A number of contracts extending over many months have been written recently with clauses that provide for increased payments to the contractor in case of increases in the average of the hourly earnings in the durable-goods industries.

¹ Reprint from the August Employment and Pay Rolls pamphlet.



It should be pointed out that the characteristics of the Bureau's average hourly earnings figures, as described above, make it desirable to use these averages for other than their designed purpose with a certain degree of caution. The purpose for which they were compiled limits their usefulness, especially in July and August, as a measure of change in labor rates. In these months the averages show a seasonal movement unrelated to rates of pay. For example, the average hourly earnings figure in the durable-goods industries dropped from 73.2 cents in June to 72.7 cents in July. This drop was due not to a general decline in wages in this period but almost entirely to the fact that employment in the automobile industry declined sharply as the result of model changes. This industry is a high-wage industry in which the average hourly earnings are about 95 cents an hour. Between June and July, employment in the automobile industry dropped from 104.9 to 82.3. This relative decline, of a purely seasonable character, in the number of highly paid automobile workers was very largely responsible for the decline of half a cent noted in the average hourly earnings in durable-goods industries.

By way of illustration of the problem involved, it would be possible to construct an index of earnings that was unrelated to changes in the relative occupational composition of the group workers actually at work. For example, giving the averages for the several industries the same weights in July and August that they had in June and considering only the influence of changes in average earnings in each industry, we find no change in the rate of earnings from June to July and approximately the same percentage change as is shown by the currently published figures from July to August. This means that from June to August, the currently published figures show a slight decline over this 3-month interval whereas the series computed with constant weights shows a small gain.

It is not within the province of the Bureau to indicate the type of average that was contemplated by the contracting parties in the contracts already drawn, least of all can the method of compiling an average be changed. It is obvious, however, that in incorporating any statistical series in legal documents careful consideration should be given to the purpose for which the figures were originally compiled and to their relevance to some new purpose. The officials of the Bureau are at the disposal of all those who wish to apply any of the Bureau's series to administrative problems. Carefully interpreted and applied, these data have a present usefulness far greater than was imagined in the past. Their appropriate adaptation to new uses involves on the one hand a careful consideration by the Bureau of the purposes of the contracting parties; on the other, consultation with the Bureau to discover whether the new figures as they stand meet the purposes in mind.

TABLE 3.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries

MANUFACTURING

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1937 Census of Manufactures for all industries except automobiles. Not comparable to indexes published in pamphlets prior to August 1939. Comparable series available upon request.]

Industry	Employment index		Pay-roll index		Average weekly earnings ¹		Average hours worked per week ¹		Average hourly earnings ¹	
	October 1940	September 1940	October 1940	September 1940	October 1940	September 1940	October 1940	September 1940	October 1940	September 1940
All manufacturing	110.1	107.7	103.8	114.5	\$27.13	\$26.54	39.3	38.8	67.3	67.1
Durable goods	109.9	106.5	99.8	122.2	31.42	30.57	41.0	40.2	73.9	73.1
Nondurable goods	110.2	109.7	107.6	105.9	22.28	22.20	37.6	37.5	60.9	61.3
<i>Durable goods</i>										
Iron and steel and their products, not including machinery	117.1	113.6	110.7	123.7	30.97	30.60	39.9	39.2	77.8	77.7
Blast furnaces, steel works, and rolling mills	125.3	123.2	122.1	131.3	33.04	32.93	38.8	38.5	85.5	84.8
Bolts, nuts, washers, and rivets	121.3	117.9	114.9	149.5	29.68	28.38	42.4	40.9	70.0	70.0
Cast-iron pipe	83.9	81.9	80.2	84.8	24.10	23.02	39.8	38.3	60.2	59.4
Cutlery (not including silver and plated cutlery) and edge tools	111.3	107.0	101.5	106.3	24.87	24.49	40.4	39.8	62.2	62.6
Forgings, iron and steel	80.4	76.7	72.8	102.2	34.30	32.51	42.8	40.9	80.8	79.3
Hardware	105.3	101.2	96.8	118.8	27.74	27.53	40.6	39.8	68.4	69.7
Plumbers' supplies	91.0	88.5	86.7	85.1	27.26	26.57	39.2	38.3	70.1	69.7
Stamped and enameled ware	188.7	175.8	164.4	217.3	27.21	26.93	40.8	40.6	66.2	65.7
Steam and hot-water heating apparatus and steam fittings	99.4	94.3	89.7	102.5	31.34	29.34	43.2	41.2	72.7	71.6
Stoves	105.9	101.2	97.7	105.9	28.78	27.54	41.9	40.4	68.4	67.7
Structural and ornamental metalwork	85.6	83.4	79.9	79.6	30.02	28.99	41.0	39.5	73.3	73.6
Tin cans and other tinware	101.3	105.2	108.1	112.7	25.17	25.01	39.7	39.6	63.7	63.9
Tools (not including edge tools, machine tools, files, and saws)	106.0	99.9	95.6	113.3	26.81	26.33	42.2	41.4	63.7	63.4
Wirework	192.6	164.7	146.1	231.4	30.09	29.12	41.7	40.0	72.4	70.8
Machinery, not including transportation equipment	137.3	123.1	119.2	145.3	31.71	31.22	42.4	41.8	74.9	74.5
Agricultural implements (including tractors)	134.9	133.5	131.2	158.8	31.41	31.17	39.2	39.1	80.2	80.1
Cash registers, adding machines, and calculating machines	132.0	131.8	128.7	142.1	33.08	33.38	40.5	40.2	83.6	82.7
Electrical machinery, apparatus, and supplies	116.1	111.2	106.6	138.2	31.73	31.50	41.7	41.3	75.9	76.3
Engines, turbines, water wheels, and windmills	190.4	182.2	174.8	253.4	36.33	35.93	44.4	44.1	82.2	81.3
Foundry and machine-shop products	106.7	103.4	100.5	111.7	31.18	30.31	42.1	41.2	74.0	73.4
Machine tools	257.8	237.5	237.5	351.7	37.95	37.27	49.1	48.4	77.0	76.6
Radio and phonographs	163.6	156.5	157.1	164.3	24.74	24.89	40.1	40.2	61.8	61.1
Textile machinery and parts	79.7	78.1	76.4	78.8	27.24	26.30	41.0	40.4	66.6	66.6
Typewriters and parts	126.8	122.5	118.0	163.2	31.52	27.43	45.8	42.1	68.9	65.2

	1939.	1940.	1941.	1942.	1943.	1944.	1945.	1946.	1947.	1948.	1949.	1950.	1951.	1952.
Transportation equipment.														
Aircraft	139.4	126.9	104.9	163.3	141.5	115.7	37.39	35.60	35.41	41.5	40.0	39.9	69.8	89.7
Automobiles	115.9	111.8	85.4	149.0	124.9	96.1	32.78	32.56	31.79	44.5	44.9	43.8	73.8	73.9
Cars, electric- and steam- railroad	56.2	53.6	51.2	50.3	49.5	47.2	28.12	28.94	28.86	37.7	38.0	38.4	74.3	75.3
Locomotives	30.3	35.6	33.0	40.1	36.6	32.8	31.24	31.57	30.47	40.2	40.2	39.0	78.5	78.2
Shipbuilding	197.4	188.1	181.1	244.3	277.5	211.6	36.93	36.08	34.86	41.7	40.9	40.3	87.4	86.2
Nonferrous metals and their products														
Aluminum manufactures	186.1	119.8	113.8	136.3	138.0	117.0	30.00	29.38	28.18	42.0	41.5	40.1	71.2	70.3
Brass, bronze, and copper products	203.0	195.3	189.2	240.7	239.3	224.5	29.91	29.37	28.91	41.4	41.4	40.1	72.4	72.0
Clocks and watches and time-recording devices	154.9	146.6	138.2	190.0	177.6	160.7	33.37	32.97	31.55	43.4	42.7	41.4	77.5	76.5
Jewelry	104.6	100.5	95.2	119.1	108.6	101.4	25.35	23.98	23.67	42.0	40.3	39.6	59.4	59.7
Lighting equipment	110.8	102.7	99.0	97.8	90.8	83.0	24.37	24.45	23.19	42.0	41.8	39.4	58.2	57.9
Silverware and plated ware	106.8	99.7	87.7	96.5	90.2	76.5	28.22	28.26	27.17	40.8	40.8	39.1	69.3	69.4
Smelting and refining—copper, lead, and zinc	76.7	72.9	68.7	78.2	70.1	60.5	29.34	27.69	25.25	44.3	42.4	39.0	65.8	65.0
	94.6	92.4	91.4	93.4	91.8	88.8	27.82	28.05	27.35	38.3	39.1	38.2	71.8	71.2
Lumber and allied products.														
Furniture	74.4	73.4	71.3	73.7	71.2	68.3	21.49	21.06	20.81	40.7	39.9	39.4	52.4	52.6
Lumber:	96.8	94.6	91.0	91.3	87.4	81.7	22.49	22.07	21.39	41.3	40.6	39.4	54.6	54.6
Millwork	69.3	66.7	64.2	58.4	55.0	52.5	23.30	22.84	22.69	42.6	41.8	41.5	54.7	54.5
Sawmills	66.6	66.3	64.9	65.1	63.8	62.2	20.23	19.85	19.79	40.0	39.2	38.9	50.6	50.9
Stone, clay, and glass products														
Brick, tile, and terra cotta	87.5	85.8	84.5	82.8	79.5	76.9	25.75	25.27	24.81	38.1	37.4	37.0	67.1	66.8
Cement	65.0	64.7	64.4	55.1	54.0	53.6	21.87	21.62	21.49	38.5	38.1	37.7	56.6	56.8
Glass	73.7	75.1	74.5	75.5	76.8	72.6	28.55	29.18	27.94	39.9	40.1	38.8	72.7	72.0
Marble, granite, slate, and other products	113.2	109.3	106.9	129.8	120.7	116.0	27.90	26.90	26.56	37.4	36.0	35.9	74.7	74.3
Pottery	47.9	48.7	48.6	37.3	37.6	36.7	27.03	26.69	26.06	37.8	36.9	36.4	71.7	72.0
	97.9	93.5	90.9	92.8	86.5	81.0	24.06	23.45	22.75	37.9	37.5	36.2	63.4	64.0
Nondurable goods														
Textiles and their products														
Fabrics	104.5	102.6	99.7	93.2	92.6	87.4	18.10	18.09	17.64	35.9	35.7	34.9	50.9	51.2
Carpets and rugs	96.1	92.8	90.4	89.5	84.8	80.9	17.95	17.57	17.15	37.3	36.4	35.7	48.7	48.6
Cotton goods	79.6	75.8	71.4	72.8	65.4	58.7	25.31	23.90	22.78	37.5	35.6	33.8	67.5	67.4
Cotton small wares	93.1	91.7	88.7	90.3	85.3	80.0	15.41	15.11	14.67	37.2	36.4	35.5	41.4	41.3
Dyeing and finishing textiles	83.2	79.0	76.7	83.0	77.3	72.6	19.41	19.01	18.36	39.2	38.2	37.1	49.6	49.5
Hats, fur-felt	128.3	124.8	121.5	111.3	106.5	101.8	21.32	20.81	20.37	39.1	38.2	37.1	54.1	54.6
Hosiery	80.1	86.4	86.5	88.0	77.1	83.1	23.11	24.32	26.17	31.3	33.1	36.6	73.3	72.9
Knitted underwear	142.8	138.6	136.1	158.1	146.9	143.6	19.68	18.87	18.82	35.8	33.8	33.9	55.7	55.6
Knitted outerwear	75.3	73.2	70.3	65.6	64.3	59.9	18.22	18.41	17.88	37.4	38.0	37.0	47.9	47.6
Knitted underwear	76.0	73.8	73.1	72.1	68.0	65.5	16.03	15.59	15.24	36.7	36.0	35.0	43.8	43.6
Knitted cloth	157.3	153.6	147.5	136.3	138.3	129.4	19.34	20.25	19.73	39.6	40.7	39.7	48.2	48.4
Silk and rayon goods	64.6	63.0	63.0	52.4	51.1	51.4	16.63	16.50	16.79	36.6	36.1	36.8	45.5	45.5
Woolen and worsted goods	94.1	88.8	86.9	87.6	82.1	77.9	21.40	21.26	20.63	38.2	37.6	36.5	56.6	57.1
Wearing apparel	119.0	120.7	116.7	94.9	102.5	94.9	18.53	19.51	18.95	33.4	34.4	33.5	55.2	55.8
Clothing, men's	104.6	107.8	107.4	77.5	82.9	81.8	19.05	19.72	19.64	31.6	32.7	32.4	60.2	60.5
Clothing, women's	171.4	171.1	164.3	131.0	141.5	129.6	20.47	22.15	21.12	33.8	35.1	34.0	57.6	56.7
Corsets and allied garments	112.6	112.1	109.4	124.2	122.9	108.6	18.33	18.22	16.49	38.0	37.8	33.7	48.3	48.5
Men's furnishings	127.7	122.5	116.6	133.8	130.3	113.5	15.96	14.88	14.72	36.8	34.2	34.8	42.6	42.1
Millinery	76.1	87.1	73.3	55.3	93.8	64.7	21.65	31.87	26.14	30.7	39.8	34.7	71.1	67.4
Shirts and collars	121.9	121.5	117.1	114.6	108.1	102.1	14.92	14.16	13.80	35.6	33.8	33.1	41.8	41.9

See footnotes at end of table.

NONMANUFACTURING

[Indexes are based on 12-month average, 1929=100]

Coal mining:	49.8	49.8	49.9	32.2	39.3	33.1	\$21.26	\$25.96	\$21.82	22.5	28.4	24.3	91.8	93.6	88.7	92.6
Anthracite ¹	89.5	87.7	86.6	84.3	83.2	82.5	25.06	25.25	25.32	28.6	28.7	28.5	87.6	88.3	88.7	88.7
Bituminous ¹	72.6	72.5	71.5	71.5	69.5	68.5	30.81	29.97	29.99	41.9	41.1	41.2	73.8	73.2	73.1	73.1
Metalliferous mining	48.4	48.5	46.2	45.2	46.2	45.2	32.95	23.75	23.20	42.1	41.8	40.9	56.9	56.7	56.7	56.7
Quarrying and nonmetallic mining	61.8	63.0	63.6	58.3	58.2	59.0	34.73	33.98	33.99	38.3	36.9	38.1	88.3	89.5	87.6	87.6
Crude-petroleum production																
Public utilities:																
Telephone and telegraph ¹	78.9	78.9	79.0	102.9	101.8	100.4	32.03	31.66	31.23	39.9	39.7	39.3	80.8	80.1	79.8	79.8
Electric light and power ¹	92.2	92.7	93.0	107.4	105.8	108.1	35.56	34.86	35.39	40.8	39.1	40.0	87.3	89.2	88.5	88.5
Street railways and busses ¹	68.5	68.5	68.4	70.9	71.5	70.4	33.89	34.15	33.66	45.9	46.5	46.0	73.0	72.6	72.2	72.2
Trade:																
Wholesale ¹	91.8	90.9	90.1	80.5	81.1	78.7	30.55	31.08	30.32	41.2	41.5	41.2	74.0	74.8	73.6	73.6
Retail ¹	94.4	92.8	88.7	85.8	85.1	81.5	20.90	21.16	21.35	42.7	43.2	43.1	53.3	53.3	54.1	54.1
Food ¹	104.4	103.5	103.0	95.9	95.9	95.7	23.47	23.67	23.63	43.4	43.8	43.8	52.1	52.2	52.1	52.1
General merchandising ¹	103.6	99.4	90.1	92.6	90.5	82.3	17.58	17.83	17.65	38.5	39.0	38.1	45.6	45.6	47.1	47.1
Apparel ¹	91.2	87.7	73.1	81.8	80.0	68.4	20.74	21.15	21.91	37.7	38.3	38.8	54.6	54.7	55.6	55.6
Furniture ¹	77.2	75.9	74.6	69.3	68.8	65.9	28.34	28.63	28.03	44.5	44.3	44.1	67.5	68.4	68.3	68.3
Automotive ¹	85.0	85.1	86.1	79.4	77.7	79.6	27.92	27.25	27.35	47.2	47.6	47.6	58.4	57.0	57.6	57.6
Lumber ¹	79.5	78.3	76.0	76.4	75.6	72.4	26.84	26.97	26.47	43.1	43.0	43.0	63.3	63.8	62.5	62.5
Hotels (year-round) ¹	93.1	91.6	90.3	83.6	81.8	80.7	15.37	15.51	15.46	46.0	46.2	46.7	33.6	33.6	33.0	33.0
Laundries ¹	100.1	101.9	102.8	88.0	89.9	90.5	18.13	18.20	18.09	42.7	42.8	43.0	42.7	42.7	42.2	42.2
Dyeing and cleaning ¹	109.6	110.0	106.7	82.7	85.6	78.9	20.64	21.30	20.05	43.0	44.3	42.9	49.1	49.2	48.1	48.1
Brokerage ¹	-1.9	-3.1	-3.3	+0.3	-1.9	-5.7	35.97	35.18	35.10	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Insurance ¹	(1)	-4.4	+2.2	+3.3	-6.6	+6.7	36.03	35.89	36.10	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Building construction ¹	+3.9	+2.9	+5.2	+6.5	+4.1	+6.7	33.84	32.92	32.47	35.4	34.8	34.1	95.7	94.7	95.6	95.6

¹ Revised series. Mimeographed sheets giving averages by years, 1932 to 1939, inclusive, and by months, January 1938 to August 1940, inclusive, available on request. Average hours and average hourly earnings are computed from data supplied by a smaller number of establishments than average weekly earnings, as not all reporting firms furnish man-hours. The figures are not strictly comparable from month to month because of changes in the size and composition of the reporting sample.

² Revised series—Adjusted on basis of a complete employment survey made by the Bureau of Labor Statistics for August 1940. Not comparable with previously published indexes from January 1938 to August 1940, inclusive. Comparable figures for this period given in table 9 of the September issue of the Employment and Pay Rolls pamphlet.

³ Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of this pamphlet.

⁴ See table 4 for revised employment and pay-roll indexes, average hours worked per week, average hourly earnings, and average weekly earnings in anthracite mining, February 1940 to September 1940, inclusive.

⁵ Average weekly earnings, hourly earnings, and hours not comparable with figures published in pamphlets prior to January 1938 as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

⁶ Retail-trade indexes adjusted to 1935 census and public-utility indexes to 1937 census. Not comparable with indexes published in pamphlets prior to January 1940 or in Monthly Labor Review prior to April 1940, with but one exception, retail furniture, which has been revised since publication of July 1940 pamphlet back to January 1936. Comparable series for earlier months available upon request.

⁷ Covers street-railways and trolley and motorbus operations of subsidiary, affiliated, and successor companies; formerly electric-railroad and motorbus operation and maintenance.

⁸ Indexes adjusted to 1933 census. Comparable series in November 1934 and subsequent issues of pamphlet.

⁹ Cash payments only; additional value of board, room, and tips not included.

¹⁰ Indexes of employment and pay rolls are not available; percentage changes from preceding month substituted.

¹¹ Not available.

¹² Less than 1/10 of 1 percent.

TABLE 4.—Revised Employment, Pay Rolls, Hours, and Earnings in Anthracite Mining, February to September 1940, Inclusive

[Revision due to corrected reports secured by the Bureau]

Month	Employment			Pay rolls			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	Index	Percentage change from—		Index	Percentage change from—		Average	Percentage change from—		Average	Percentage change from—		Average	Percentage change from—	
		Preceding month	Same month preceding year		Preceding month	Same month preceding year		Preceding month	Same month preceding year		Preceding month	Same month preceding year		Preceding month	Same month preceding year
1940															
February	51.6	+0.2	-1.0	32.9	-37.3	-27.2	\$30.94	-37.5	-26.4	22.4	-39.1	-28.3	91.7	-0.2	-0.5
March	52.2	+1.0	+9	38.4	+16.9	+12.3	24.22	+15.7	+11.3	26.3	+17.5	+12.2	92.5	+9	+2
April	51.2	-1.9	-3.5	36.3	-5.6	-16.5	23.31	-3.8	-13.5	26.2	-4	-9.5	91.5	-1.1	-1.1
May	51.8	+1.2	-1.5	40.0	+10.2	-20.9	25.38	+8.9	-28.8	27.9	+6.4	-27.4	92.4	+9	+4
June	49.7	-4.0	-2.9	40.6	+1.6	+12.6	26.85	+5.8	+15.9	26.3	+4.8	+16.3	93.0	+7	(1)
July	50.5	+1.5	+13.0	36.5	-10.1	+45.1	23.79	-11.4	+28.4	26.5	-9.6	+32.3	92.6	-4	-5
August	49.9	-1.1	+3.0	33.1	-9.3	-2.1	21.82	-8.3	-5.0	24.3	-8.3	+1.1	92.6	(1)	-2
September	49.8	-1.2	+1.8	39.3	+18.8	-1.8	25.96	+19.0	-2.7	28.4	+17.2	+1.1	93.5	+1.0	+1.8

1 Less than 1/10 of 1 percent.

TABLE 5.—Indexes of Employment and Pay Rolls in Selected Manufacturing¹ and Non-manufacturing² Industries, October 1939 to October 1940, Inclusive

Industry	Employment													
	1939				1940									
	Av.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.
Manufacturing														
All industries.....	96.9	103.7	103.9	104.2	101.5	101.5	100.9	99.7	99.1	99.6	99.7	103.8	107.7	110.1
Durable goods ³	87.9	96.2	98.3	100.2	97.6	96.7	96.6	96.2	96.7	97.3	95.9	99.8	105.5	106.9
Nondurable goods ⁴	105.5	110.8	109.2	108.0	105.3	106.1	105.1	103.0	101.4	101.7	103.3	107.6	109.7	110.2
Nonmanufacturing														
Anthracite mining ⁵	50.6	51.9	51.3	51.0	51.5	51.6	52.2	51.2	51.8	49.7	50.5	49.9	49.8	49.8
Bituminous-coal mining ⁵	78.6	93.0	94.9	92.6	91.8	91.7	89.7	86.2	85.1	83.8	84.9	86.6	87.7	89.5
Metalliferous mining.....	62.7	65.3	66.5	67.3	66.4	66.3	66.2	67.7	69.2	70.3	71.0	71.5	72.5	72.6
Quarrying and nonmetallic mining.....	44.6	48.0	47.1	44.0	37.8	38.3	41.0	44.5	46.9	47.9	48.1	48.5	48.9	48.4
Crude-petroleum production.....	65.8	64.3	63.8	63.8	63.2	63.0	63.2	63.1	63.3	63.8	63.7	63.6	63.0	61.8
Telephone and telegraph ⁶	75.8	76.5	76.1	75.8	76.1	75.9	76.0	76.7	77.3	77.8	78.8	79.0	78.9	78.9
Electric light and power ⁶	89.0	90.4	90.3	90.1	89.1	89.2	89.3	90.0	90.6	91.2	92.2	93.0	92.7	92.2
Street railways and busses ^{6,7}	69.0	69.5	69.3	69.0	68.8	68.7	68.2	68.3	68.4	68.5	68.4	68.4	68.5	68.5
Wholesale trade.....	89.2	92.4	92.1	92.2	90.6	90.2	90.5	89.3	88.9	89.6	89.2	90.1	90.9	91.8
Retail trade ⁶	89.8	91.7	93.3	104.2	87.7	87.0	91.1	89.8	91.2	91.9	89.1	88.7	92.8	94.4
Year-round hotels ¹	92.0	92.9	91.8	90.8	91.3	92.1	92.0	92.7	93.4	92.0	90.3	90.3	91.6	93.1
Laundries ⁵	95.9	96.0	95.6	95.6	96.0	95.8	96.2	97.2	99.1	102.1	102.5	102.8	101.9	100.1
Dyeing and cleaning ¹	101.3	105.1	97.8	97.4	94.0	93.7	99.5	104.5	108.7	112.6	108.2	106.7	110.0	109.6
Pay rolls														
Manufacturing														
All industries.....	90.8	101.7	101.7	103.9	98.4	97.9	98.4	96.5	96.4	98.1	96.8	104.0	110.1	114.5
Durable goods ³	85.3	99.8	101.1	104.8	98.4	96.9	97.8	97.5	97.8	100.4	96.5	105.5	114.1	122.2
Nondurable goods ⁴	97.0	103.9	102.4	102.8	98.4	99.1	99.0	95.4	94.9	95.6	97.1	102.4	105.6	105.9
Nonmanufacturing														
Anthracite mining ⁵	39.5	52.2	42.0	26.6	52.5	32.9	38.4	36.3	40.0	40.6	36.5	33.1	39.3	32.2
Bituminous-coal mining ⁵	69.9	97.6	96.3	84.3	87.0	87.0	78.3	72.2	75.3	73.9	75.2	82.5	83.2	84.3
Metalliferous mining.....	56.0	63.4	63.9	65.0	63.6	64.2	63.2	63.5	65.7	65.4	63.7	68.5	69.5	71.5
Quarrying and nonmetallic mining.....	38.7	45.6	42.9	39.2	29.6	30.8	34.1	38.1	42.7	43.9	43.5	45.2	46.2	46.2
Crude-petroleum production.....	61.0	58.8	59.6	59.2	58.4	59.0	58.4	59.0	58.7	58.8	59.1	59.0	58.2	58.3
Telephone and telegraph ⁶	95.6	97.2	96.4	97.4	97.4	96.9	98.1	98.7	98.8	100.0	101.3	100.4	101.8	102.9
Electric light and power ⁶	100.4	102.0	102.5	102.4	101.6	102.2	102.3	103.3	104.2	104.8	105.8	108.1	105.8	107.4
Street railways and busses ^{6,7}	69.5	71.2	69.4	69.8	69.0	71.5	69.5	69.2	69.2	70.5	70.0	70.4	71.5	70.9
Wholesale trade.....	76.6	80.3	79.0	79.1	77.1	77.1	77.8	77.4	77.4	78.4	78.3	78.7	81.1	80.5
Retail trade ⁶	80.8	83.2	83.6	91.8	79.9	79.1	82.0	82.3	83.4	84.8	82.6	81.5	85.1	85.8
Year-round hotels ¹	81.2	82.2	81.8	81.1	81.1	82.7	81.8	83.2	83.0	82.0	80.5	80.7	81.8	83.6
Laundries ⁵	83.1	83.9	82.9	83.7	83.4	83.1	84.1	85.6	88.5	92.4	90.0	90.5	89.9	88.0
Dyeing and cleaning ¹	73.6	77.3	70.8	69.9	65.5	64.4	72.7	79.6	85.4	89.6	80.0	78.9	85.6	82.7

¹ 3-year average 1923-25=100—adjusted to 1937 Census of Manufactures. See table 9 in September 1940 issue of Employment and Pay Rolls pamphlet for further revisions.

² 12-month average for 1929=100. Comparable indexes for wholesale trade, quarrying, metal mining, and crude-petroleum production are in November 1934 and subsequent issues of Employment and Pay Rolls, or in February 1935 and subsequent issues of Monthly Labor Review. For other nonmanufacturing indexes see notes 5 and 6.

³ Includes: Iron and steel, machinery, transportation equipment, nonferrous metals, lumber and allied products, and stone, clay, and glass products.

⁴ Includes: Textiles and their products, leather and its manufactures, food and kindred products, tobacco manufactures, paper and printing, chemicals and allied products, products of petroleum and coal, rubber products, and a number of miscellaneous industries not included in other groups.

⁵ Indexes have been adjusted to the 1935 census. Comparable series from January 1929 forward are presented in January 1938 and subsequent issues of pamphlet.

⁶ Retail-trade indexes adjusted to 1935 census and public-utility indexes to 1937 census. Not comparable with indexes published in Employment and Pay Rolls pamphlets prior to January 1940 or in Monthly Labor Review prior to April 1940. Comparable series January 1929 to December 1939 available in mimeographed form.

⁷ Covers street railways and trolley and motorbus operations of subsidiary, affiliated, and successor companies.

INDUSTRIAL AND BUSINESS EMPLOYMENT IN PRINCIPAL METROPOLITAN AREAS

A comparison of employment and pay rolls in September and October 1940 is made in table 6 for 13 metropolitan areas, each of which had a population of 500,000 or over in 1930. Cities within these areas but having a population of 100,000 or over are not included. Footnotes to the table specify which cities are excluded. Data concerning them have been prepared in a supplementary tabulation which is available on request. The figures represent reports from cooperating establishments and cover both full- and part-time workers in the manufacturing and nonmanufacturing industries presented in table 3, with the exception of building construction, and include also miscellaneous industries.

Revisions made in the figures after they have gone to press, chiefly because of late reports by cooperating firms, are incorporated in the supplementary tabulation mentioned above. This supplementary tabulation covers these 13 metropolitan areas as well as other metropolitan areas and cities having a population of 100,000 or more according to the 1930 Census of Population.

TABLE 6.—Comparison of Employment and Pay Rolls in Identical Establishments in September and October 1940, by Principal Metropolitan Areas

Metropolitan area	Number of establishments October 1940	Number on pay roll October 1940	Percentage change from September 1940	Amount of pay roll (1 week) October 1940	Percentage change from September 1940
New York ¹	13,658	747,355	+2.0	\$21,589,496	+1.4
Chicago ²	4,451	504,260	+2.6	14,511,519	+2.2
Philadelphia ³	2,533	263,045	+3.2	7,452,151	+3.0
Detroit	1,693	388,304	+7.9	14,456,281	+12.2
Los Angeles ⁴	3,091	204,151	+1.0	6,196,236	+1.2
Cleveland	1,642	146,682	+2.2	4,485,738	+4.7
St. Louis	1,419	142,881	+2.5	3,677,040	+4.1
Baltimore	1,104	123,587	+3.3	3,294,434	+2.8
Boston ⁵	2,915	200,191	+1.9	5,259,971	+6
Pittsburgh	1,344	219,020	+2.4	6,879,913	+4.7
San Francisco ⁶	1,706	99,075	+4	3,098,613	+1.5
Buffalo	802	95,017	+2.4	2,820,073	+3.9
Milwaukee	1,001	113,129	+2.8	3,374,940	+5.1

¹ Does not include Elizabeth, Jersey City, Newark, or Paterson, N. J., or Yonkers, N. Y.

² Does not include Gary, Ind.

³ Does not include Camden, N. J.

⁴ Does not include Long Beach, Calif.

⁵ Does not include Cambridge, Lynn, or Somerville, Mass.

⁶ Does not include Oakland, Calif.

WAGE-RATE CHANGES IN AMERICAN INDUSTRIES

The following table gives information concerning wage-rate adjustments occurring during the month ending October 15, 1940, as shown by reports received from manufacturing and nonmanufacturing establishments which supply employment data to this Bureau.

As the Bureau's survey does not cover all establishments in an industry and, furthermore, as some firms may have failed to report wage-rate changes, these figures should not be construed as representing the total number of wage changes occurring in manufacturing and nonmanufacturing industries.

TABLE 7.—*Wage Rate Changes Reported by Manufacturing and Nonmanufacturing Establishments During Month Ending Oct. 15, 1940*¹

Group and industry	Establishments			Employees			Average per-centage change in wage rates of employees having—	
	Total number re- port- ing	Number re- porting—		Total number covered	Number having—		In- creases	De- creases
		Wage rate in- creases	Wage rate de- creases		Wage rate in- creases	Wage rate de- creases		
All manufacturing.....	33,334	185	4	6,218,782	39,316	675	7.0	9.1
Iron and steel group.....	2,498	22		884,753	5,412		6.4	
Blast furnaces, steel works, and roll- ing mills.....	328	4		473,744	1,029		3.9	
Forgings.....	92	3		13,397	125		15.7	
Structural and ornamental metal- work.....	302	3		29,337	82		10.0	
Machinery group.....	3,833	31		869,860	5,018		6.1	
Electrical machinery.....	576	8		223,446	1,770		4.6	
Foundries and machine shops.....	2,258	17		288,383	2,502		6.9	
Transportation group.....	730	6		688,492	6,234		11.2	
Nonferrous metals group.....	1,130	25		223,850	8,299		6.1	
Brass, bronze, and copper products.....	366	7		86,362	661		8.1	
Smelting and refining—copper, lead, and zinc.....	53	11		30,466	5,777		5.5	
Lumber and allied products group.....	2,617	27		327,934	5,056		6.1	
Furniture.....	706	3		99,090	1,291		9.0	
Sawmills.....	760	18		135,752	3,489		5.1	
Stone, clay, and glass group.....	1,602	17		198,437	1,249		6.6	
Glass.....	154	6		64,429	576		6.8	
Fabrics group.....	3,621	7		943,291	2,886		7.6	
Woolen and worsted goods group.....	483	3		149,634	1,478		7.3	
Food group.....	5,333	6		520,645	155		9.8	
Canning and preserving.....	1,061	3		118,207	101		9.9	
Paper and printing group.....	3,977	19		362,581	1,779		5.4	
Paper and pulp.....	434	10		127,211	1,355		5.5	
Book and job printing.....	1,597	4		79,771	79		5.4	
Chemical group.....	2,235	14		317,584	1,379		6.7	
Chemicals.....	240	5		65,968	507		5.8	
Rubber group.....	250	3		116,528	1,103		3.3	
All nonmanufacturing (except building construction).....	66,071	36		2,001,093	14,428		4.7	
Metalliferous mining.....	297	15		52,218	12,538		4.7	
Street railways and busses.....	292	6		90,739	1,215		3.0	
Wholesale trade.....	11,272	6		247,582	316		9.5	

¹ As the Bureau's survey does not cover all establishments in an industry, and furthermore, as some firms may have failed to report wage changes, the figures should not be construed as representing the total number of wage changes occurring. Figures are not given for some industries to avoid disclosure of information concerning individual establishments. They are, however, included, where practicable, in "all manufacturing," in "all nonmanufacturing," and in the various industry groups.

Recent Publications of Labor Interest

JANUARY 1941

Agricultural Labor

Agricultural workers under State labor laws. Statement by Clara M. Beyer, Assistant Director, U. S. Division of Labor Standards, before subcommittee of Senate Committee on Education and Labor. Washington, U. S. Department of Labor, Division of Labor Standards, 1940. 13 pp.; mimeographed.

The problem of agricultural labor. (In *International Labor Review*, Geneva, August-September 1940, pp. 95-107.)

Summary of the measures taken in France, Germany, Great Britain, Hungary, Sweden, and Switzerland to combat the shortage of agricultural labor.

Harvest labor distribution and clearance manual. Bismarek, North Dakota State Employment Service, 1940. 55 pp.; mimeographed.

Apprenticeship

Apprenticeship principles for personnel managers. By William F. Patterson. (In *Personnel*, New York, August 1940, pp. 1-13.)

First of a series of articles being prepared by the staff of the Apprenticeship Unit of the Division of Labor Standards, U. S. Department of Labor, for publication in *Personnel*. In this first article, the chief of the Apprenticeship Unit outlines its functions and lists and discusses 6 principles of apprenticeship.

Apprentice wage rates. By O. L. Harvey. (In *Personnel*, New York, November 1940, pp. 108-116.)

Second article on apprenticeship prepared for *Personnel* in the Apprenticeship Unit of the U. S. Division of Labor Standards.

Consumer Problems

Consumer protection in national defense. By Harriet Elliott. (In *Labor Information Bulletin*, U. S. Bureau of Labor Statistics, Washington, November 1940, pp. 1-3.)

Consumer representation in the New Deal. By Persia Campbell. New York, Columbia University Press, 1940. 298 pp. (Studies in history, economics, and public law, No. 477.)

Describes the various agencies in the New Deal, beginning with the Consumers' Advisory Board of the N. R. A., which represent the consumers' viewpoint, and analyzes their policies with reference to programs for the regulation of industry and agriculture.

Product standards and labeling for consumers. By Alice L. Edwards. New York, Ronald Press Co., 1940. 134 pp.

Summarizes the general procedures of a few outstanding national agencies which foster joint activity in developing and promoting the use of standards and informative labels. Points out certain factors which seem of special importance in insuring the practicability, as well as the economic and social soundness, of standards established under the various procedures.

EDITOR'S NOTE.—The Bureau of Labor Statistics does not distribute the publications to which reference is made in this list, except those issued by the Bureau itself. For all others, please write to the respective publishing agencies mentioned.

Cooperative Movement

Abstracts of laws pertaining to cooperation in the United States of America, its possessions and territories. New York, Cooperative Project, 625 Madison Avenue, 1940. 350 pp.; mimeographed. (Studies of the Cooperative Project, Series A, Part II; prepared with assistance of Work Projects Administration for City of New York.)

These abstracts cover "cooperation" in a very wide sense, including in that term not only the recognized types such as marketing associations, such partially cooperative types as fraternal consumers' cooperatives, credit unions, etc., but also benefit societies, building and loan associations, physicians' and dentists' associations, salvage corporations, and fair associations. The material is presented State by State, and a topical index shows the specific types of cooperatives covered. The broad groups dealt with in this exhaustive study include agricultural marketing and purchasing cooperatives; consumers' cooperatives; credit cooperatives; producer cooperatives; cooperative housing, including building and loan associations; cooperative medicine; cooperative insurance; and "acts pertaining to associations not strictly cooperative but involving the application of cooperative principles."

A history of consumers' cooperatives in Oregon prior to 1900. By Iver Willis Masterson. Eugene, 1939. 52 pp., bibliography; mimeographed. (University of Oregon thesis series, No. 8.)

A valuable though limited contribution to the history of consumers' cooperation in the United States. Most of the early cooperatives included here—purchasing and insurance associations—were those of the State and local granges.

Statistique des sociétés coopératives [in Bulgaria], 1938. Sofia, Direction Générale de la Statistique, 1940. 143 pp.

Entirely statistical, covering the year 1938, and giving information on both producers' and consumers' associations (including in the latter not only distributive but credit and insurance)—business, membership, employees, and balance sheets. Printed in Bulgarian, but with some equivalents in French.

The cooperative credit movement in Palestine. By Manoah Lavanon Bialik. Ann Arbor, Edwards Bros., Inc., 1940. 128 pp.; mimeographed.

Detailed analysis of cooperative credit, including material on mortgage-loan activities in relation to the housing problem in Palestine, central institutions, and an appraisal of the credit movement and its accomplishments and shortcomings. An introductory chapter summarizes the cooperative situation in various countries.

Employment and Unemployment

California employment and pay rolls in 1938. Sacramento, California Department of Employment, 1940. 77 pp., charts; mimeographed. (Report 127.)

Study of workers covered by the California Unemployment Insurance Act, classified by industry and by county.

Pennsylvania calendar of seasonal employment. Harrisburg, Bureau of Employment and Unemployment Compensation, 1940. 42 pp., charts.

A summary of the research on seasonal employment being conducted by the Pennsylvania Bureau of Employment and Unemployment Compensation, intended primarily as a reference manual for administrators in directing field workers' contacts with employers and in anticipating periodic unemployment and claims for compensation. Seasonal conditions and employment fluctuations in Pennsylvania are shown, by industry, in a series of tabulations and charts.

The first Wisconsin Conference on Steadier Jobs, Milwaukee, Wis., June 21, 1940. Madison, Industrial Commission of Wisconsin, 1940. 68 pp.

The conference, which was sponsored by the Industrial Commission, employer and trade-union groups, and the American Legion, discussed various questions relating to employment stabilization.

The service industries in relation to employment trends. By David Weintraub and Harry Magdoff. (In *Econometrica*, Chicago, October 1940, pp. 289-311.)

Discussion of the extent and significance of the relative trends of employment away from "commodity producing" industries and toward the "service" industries.

The probable effect of the defense program on unemployment. (In Conference Board Economic Record, New York, Dec. 5, 1940, pp. 469-471; chart.)

La desocupación en la Argentina, 1940. Buenos Aires, Departamento Nacional del Trabajo, 1940. 57 pp.; processed.

This report on unemployment in Argentina contains an account of the steps being taken by the Government and by private employers to meet the situation, and measures recommended, together with data on unemployment up to September 14, 1940, in the various Provinces and Territories.

Health and Industrial Hygiene

Movements for extension of medical care. (In Information Service of Department of Research and Education, Federal Council of the Churches of Christ in America, New York, November 23, 1940, pp. 1-8.)

Gives accounts of important experiments in provision of medical care, including group practice, consumers' cooperative associations for medical care, hospital insurance, medical expense indemnity plans, and coordinated service for low-income families. Summarizes the general situation regarding the adequacy of medical care, problems involved in the provision of such care, and pending legislation, and gives selected references on the whole subject.

Public health administration in the United States. By Wilson G. Smillie. New York, Macmillan Co., 1940. 553 pp.

The author reviews in this revised edition the developments in the field of public health in the past five years. There is a historical account of the development of public-health administration in the United States, and sections on administrative control of communicable diseases, basic activities of a health organization, and organization of public-health programs are also included.

A preliminary survey of the industrial hygiene problem in the United States. By J. J. Bloomfield and others. Washington, U. S. Public Health Service, 1940. 132 pp., charts. (Public health bull. No. 259.)

Based on the results of surveys in 15 States during the period 1936-39 covering 1,487,224 workers in 16,803 plants. The data cover safety measures, hospital and general health-service provisions, and exposure to various materials and conditions.

A study of the effects of exposure to dust in the mining and milling of pyrophyllite. By H. F. Easom, M. D., and others. Raleigh, Division of Industrial Hygiene of North Carolina State Board of Health and Industrial Commission, 1939. 100 pp., bibliography, diagrams, illus.

The study covered 101 present and former employees of the mine. The medical examinations showed no cases of pneumoconiosis among the men having less than two years' exposure to the dust, but of the 43 workers with longer exposure 15, or 35 percent, were affected.

Toxicity and potential dangers of aliphatic and aromatic hydrocarbons—a critical review of the literature. By W. F. von Oettingen. Washington, U. S. Public Health Service, 1940. 135 pp., bibliography, charts. (Public health bull. No. 255.)

The first part of the bulletin deals with the toxicity and hazards of the different paraffins, olefines, and other aliphatic hydrocarbons, and the second part, with toxicity and hazards of benzene, toluene, and other compounds of the benzene ring.

Housing and Construction Activities

Progress of public housing in the United States. By Margaret H. Schoenfeld. Washington, U. S. Bureau of Labor Statistics, 1940. 16 pp. (Serial No. R. 1161, reprint from August 1940 Monthly Labor Review.)

The housing status of industrial and university employees in Ann Arbor, Michigan. By Richard U. Ratcliff. Ann Arbor, University of Michigan, Bureau of Business Research, 1940. 44 pp.; mimeographed. (Report No. 5.)
Report of a survey conducted by the questionnaire method.

Russell City [California] survey: Housing and sanitation. By Anne W. Dierup and Bernie Firestone. Los Angeles, State Division of Immigration and Housing, 1940. 25 pp.; mimeographed.

Results of an investigation of living conditions and home ownership in a shack town.

South Jamaica [New York] Houses: A chapter in public housing. New York, New York City Housing Authority, 1940. 11 pp., plan, illus.

Traces the history of the Jamaica public-housing project from the planning stage.

Viviendas de la ley 9677 [Argentina]. Buenos Aires, Comisión Nacional de Casas Baratas, 1940. 74 pp., plans, illus.

A publication of the National Commission of Low-Cost Housing of Argentina, giving statistics of housing as affecting living conditions, especially in Buenos Aires, and a pictorial account of the apartment houses and individual dwellings constructed by the Commission for rent or sale to low-income families, with information on projects for the future.

Cooperative workers' housing in Palestine. By Israel Mereminski. (In *Jewish Frontier*, New York, October 1940, pp. 28-31.)

Permit fees for residential construction in the United States, 1940. Washington, U. S. Bureau of Labor Statistics, 1940. 11 pp. (Serial No. R. 1188, reprint from December 1940 Monthly Labor Review.)

Income

Concentration and composition of individual incomes, 1918-1937. By Adolph J. Goldenthal. Washington, U. S. Government Printing Office, 1940. xv, 112 pp. (U. S. Temporary National Economic Committee investigation of concentration of economic power, monograph No. 4.)

Income problems in Puerto Rico: An analysis of income levels, their effects, and some possibilities of improvement. By Dudley Smith. Washington, D. C., Association of Sugar Producers of Puerto Rico, [1939]. 98 pp., bibliography, charts; mimeographed.

Industrial Accidents and Workmen's Compensation

Injury experience in iron and steel industry, 1938 and 1939. By George R. McCormack. Washington, U. S. Bureau of Labor Statistics, 1940. 12 pp. (Serial No. R. 1164, reprint from August 1940 Monthly Labor Review.)

Causes and prevention of accidents in lumber manufacture, 1939. By Max D. Kossoris and Swen Kjaer. Washington, U. S. Bureau of Labor Statistics, 1940. 17 pp. (Serial No. R. 1184, reprint from September 1940 Monthly Labor Review.)

Accidents in the urban home as recorded in national health survey [1935-36]. By Rollo H. Britten, Joan Klebba, David E. Hailman. (In *Public Health Reports*, U. S. Public Health Service, Washington, November 8, 1940, pp. 2061-2086; charts.)

Summary of data on home accidents among 2,498,180 white and colored persons of known age, or 3.6 percent of the urban population of the United States (1930 Census). It shows frequency of accidents causing disability for 1 week or more, by age, sex, economic status, employment status, means of injury, etc., and prevalence of impairments caused by home accidents, by means of injury and by age.

A statistical study of all accident and occupational disease claims filed with Industrial Commission of Ohio during calendar year 1939, with summary of years 1930-1939, inclusive. Columbus, Industrial Commission, 1940. 27 pp.

The total number of claims filed for industrial injuries in Ohio during 1939 was 182,840, as against 166,925 filed for 1938. The increase is attributed largely to a heavy increase in employment. The manufacture of metal products, other than machinery, accounted for 22 percent of the injuries but less than 10 percent of the fatalities, while commercial employment, which ranked second in number of injuries (15 percent of the total), had nearly 11 percent of all industrial fatalities in the State.

Olycksfall i arbete, år 1937. Stockholm, Riksförsäkringsanstalten, 1940. 59 pp.

Annual report on industrial accidents and diseases, and compensation therefor, in Sweden in 1937. Printed in Swedish with table of contents, résumé, and list of industries and accident and disease causes also in French.

Safety. By Sidney J. Williams and W. W. Charters. New York, Macmillan Co., 1940. 451 pp., diagrams, illus.

The authors discuss the reasons for many accidents, the dangers of unsafe practices, and precautions which should be taken to eliminate unnecessary hazards. Accident hazards at home, in the school, on the street and highway, in industry, in recreation, etc., are covered. A list of references accompanies each chapter.

Industry Reports

Transactions of third annual anthracite conference of Lehigh University, May 9, 10, 1940, Bethlehem, Pa. Bethlehem, Lehigh University, 1940. 238 pp.

Trends in bituminous-coal industry in Pennsylvania. Harrisburg, State Planning Board, 1940. 38 pp., charts. (In September–October 1940 issue of Pennsylvania Planning.)

Traces the decline in bituminous-coal production, discusses the problems arising in Pennsylvania, and makes recommendations for protecting the industry.

Mexico's oil. Mexico City, Government of Mexico, 1940. 881 pp. (In English.)

The report of the Expert Commission to the Federal Board of Conciliation and Arbitration in the Conflict of Economic Order in the Petroleum Industry in Mexico, presented in this volume, includes data on wages in the industry by occupation and region or company in 1934 and 1937, with some figures for earlier years; and collective labor-contract provisions dealing with hours, vacations, safety, housing, workmen's compensation, medical service, pensions, savings funds, scholarships for workers and their sons, and planning for the leisure time of workers in the petroleum industry. Similar data are also given for the mining industry and railroads, together with figures on cost of living and purchasing power of wages in the oil, railway, and mining industries.

Labor Organizations and Publications

The Bakery and Confectionery Workers' Union. By A. A. Myrup. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, October 1940, pp. 1–4; illus.)

Journeyman Barbers' International Union of America. By William C. Birthright. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, November 1940, pp. 7–10.)

Longshoremen, Pacific and Atlantic. Seattle, Wash., International Longshoremen's & Warehousemen's Union, 1940. 32 pp., charts, illus.

The pamphlet contains data on the wages and working and living conditions of longshoremen, particularly those on the West Coast.

American labor press—an annotated directory. Washington, American Council on Public Affairs, [1940?]. 120 pp.

Of the 676 publications (30 Canadian and the remainder United States) listed in this directory, 327 are organs of branches of the American Federation of Labor and 110 of affiliates of the Congress of Industrial Organizations, the remainder being sponsored by independent labor organizations, fraternal organizations, political parties, and some private individuals. The list consists of publications addressed to the working people of the United States and Canada, hence includes those that are antiunion as well as those that are pro-union.

Minimum Wages and Maximum Hours

Two years of Fair Labor Standards Act. Washington, U. S. Bureau of Labor Statistics, 1940. 13 pp. (Serial No. R. 1177, reprint from September 1940 Monthly Labor Review.)

Four years of the Division of Public Contracts, U. S. Department of Labor. Washington, U. S. Department of Labor, Division of Public Contracts, October 1, 1940. 7 pp.

Operations under the Public Contracts Act of 1936, known as the Walsh-Healey Act, from September 28, 1936, to August 31, 1940, were summarized in an article in the October 1940 Monthly Labor Review (p. 805). This article was reprinted in Bureau of Labor Statistics Serial No. 1192.

Annual report of Minimum Wage Board of District of Columbia for period January 1, 1939, to December 31, 1939. Washington, [1940]. 58 pp.

Contains a review of the work of the Board since July 1, 1937, text of the minimum-wage law of the District, and orders and rulings of the Board in six industries, covering approximately 35,000 woman workers and minors.

Negro Problems

Negro employment opportunities. Frankfort, Ky., Kentucky Unemployment Compensation Commission, 1940. 31 pp.; mimeographed. (Research report No. 22).

Analysis of the industrial distribution of job opportunities for Negroes, and of such opportunities by occupation, size and location of firm, and Negro population.

Plowing through: The story of the Negro in agriculture. By Edwin Ware Hullinger. New York, William Morrow and Co., 1940. 60 pp., illus.

During the last 10 years, under the national farm program, Negroes have for the first time taken an extensive part in agricultural community and national life. Today 500 Negro county agents are working among the colored farmers in the South.

The Negroes of Nebraska. Written and compiled by workers of Writers' Program, Work Projects Administration, State of Nebraska. Omaha, Nebr., Omaha Urban League Community Center, 1940. 48 pp.

Includes discussion of the social and economic problems of the Negro.

Occupations and Occupational Surveys

Occupational trends in the United States. By H. Dewey Anderson and Percy E. Davidson. Stanford University, Calif., Stanford University Press, 1940. 618 pp., charts.

Contains basic information in regard to the composition and changing conditions of the working population of this country from 1870 to 1930, with some statistical forecasts for 1940.

Occupational information monographs, Numbers 1-17. Albany, University of State of New York, Bureau of Guidance, 1938-1940. Various paging; mimeographed.

The monographs in this series have dealt with the following industries, occupations, etc.: Aviation, air-conditioning and refrigeration, Diesel-engine industry, radio and television, junior technical positions in electrical industries, junior positions in industrial chemistry, forestry, service trades, dentistry, clinical laboratory technician, X-ray technician, service-station attendant, licensed and unlicensed personnel of U. S. Merchant Marine, and the New York Ranger School.

Photographic occupations: Choosing your career in photography. By Captain Burr Leyson. New York, E. P. Dutton & Co., Inc., 1940. 178 pp., illus.

Press, advertising, commercial portrait, motion-picture, newsreel, public relations, medical and surgical, war correspondent, highspeed, color, police, aerial, microphotography, pictorial, military, and nature study, are among the types of photography considered. Photo finishing, darkroom work, and selling are also discussed.

Relief Measures and Statistics

Average general relief benefits, 1933-1938. By Enid Baird and Hugh P. Brinton. Washington, U. S. Works Progress Administration, Divisions of Research and Statistics, 1940. xv, 89 pp.

Public relief, 1929-1939. By Josephine Chapin Brown. New York, Henry Holt & Co., 1940. 524 pp., bibliography, charts.

Covers the relief measures during the period 1929-39, showing the changing concepts, the various programs adopted for unemployment relief and general relief, and the beginning of a permanent program. Also contains an introductory section giving the historical background prior to 1929.

Trends in public assistance, 1933-1939. Washington, U. S. Social Security Board, Bureau of Research and Statistics, 1940. 98 pp., charts. (Bureau report No. 8.)

Statistical presentation of the growth of the various phases of the social-security program—old-age assistance, aid to dependent children, aid to the blind, and general relief.

The Denver relief study: A study of 304 general relief cases known to Denver Bureau of Public Welfare on January 15, 1940. By Jean Sinnock and associates. Denver, Colorado State Department of Public Welfare and Denver Bureau of Public Welfare, 1940. 62 pp.

Contains personal data on members of these families and sections on employable and unemployable cases and attitude toward employment. One chapter deals with social questions: Results of an inadequate relief budget, diets, health, etc., of the unemployed, how they live, and attitudes of the unemployed.

Social Security

Annual wage and guaranteed-employment plans in union agreements. Washington, U. S. Bureau of Labor Statistics, 1940. 8 pp. (Serial No. R. 1162, reprint from August 1940 Monthly Labor Review.)

Characteristics of State plans for aid to the blind (revised July 1, 1940). Washington, U. S. Social Security Board, Bureau of Public Assistance, 1940. 25 pp.

Characteristics of State plans for aid to dependent children (revised July 1, 1940). Washington, U. S. Social Security Board, Bureau of Public Assistance, 1940. 27 pp.

Proceedings of National Conference of Jewish Social Welfare, Pittsburgh, Pa., May 21-26, 1940. (In Jewish Social Service Quarterly, New York, September 1940; 207 pp.)

Includes material on family welfare, child care, vocational services, and care of the aged.

The British social services. By A. D. K. Owen. London, Longmans, Green & Co., Ltd., 1940. 48 pp., charts, illus.

The services covered include education, health, treatment of physical and mental defects, housing, pensions, and unemployment.

Unemployment Compensation

Whither unemployment compensation? By Edwin E. Witte. (In Social Service Review, Chicago, Ill., September 1940, pp. 421-437.)

The author discusses proposed changes in the unemployment-insurance laws in view of the large surpluses accumulated in the various States. He believes that benefits should be increased rather than contributions lowered, and that the thirty-five States which have experience-rating provisions which have not yet become effective should not be prevented by Federal legislation from putting them into effect, although reduction in contributions under experience rating might be made conditional upon inclusion in the State law of minimum-benefit standards.

Standards and procedures for the compensation of seasonal unemployment. Washington, U. S. Bureau of Employment Security, 1940. 75 pp.; mimeographed. (Employment security memorandum No. 11.)

The report was prepared especially for furnishing information and the conclusions of the Bureau of Employment Security on the subject of compensation for seasonal unemployment to those States which now grant such compensation. It is suggested that States whose laws do not now contain seasonal provisions should study the implications of the seasonal question in the light of general benefit experience over a longer period than has yet elapsed before attempting to legislate on this question.

Wages and Hours of Labor

Industrial wage rates, labor costs, and price policies. By Douglas V. Brown and Edwin M. Martin. Washington, U. S. Government Printing Office, 1940. xxvi, 172 pp., charts, illus. (U. S. Temporary National Economic Committee investigation of concentration of economic power, monograph No. 5.)

Hourly earnings and unit labor cost in manufacturing. By Irving H. Siegel. (In *Journal of American Statistical Association*, Washington, D. C., September 1940, pp. 455-460.)

The author states that conclusions regarding the rigidity of wages and the magnitude of labor cost which are based on average hourly earnings rather than on wages per unit of output, the derived piece rates, may be very misleading.

Earnings and hours in embroideries industry, 1940. By H. E. Riley. Washington, U. S. Bureau of Labor Statistics, 1940. 22 pp. (Serial No. R. 1171, reprint from December 1940 *Monthly Labor Review*.)

The shortened workday in the New York City building industry. By Division of Industrial Economics, National Industrial Conference Board. New York, Building Trades Employers' Association, 1940. 46 pp., charts.

The conclusion reached is that a uniform 6-hour day in the building trades would increase construction costs of typical buildings approximately 15 percent over costs under a universal 8-hour day, and about 8 percent over costs under the present split-day method of operation (i. e., under which different trades work varying numbers of hours per day).

Salaries and hours of labor in New York City Police Department, July 1, 1938. Washington, U. S. Bureau of Labor Statistics, 1940. 12 pp. (Separate from Bul. No. 685, Vol. II.)

Part of a comprehensive survey of wages, hours, and working conditions in police and fire departments in cities of the United States having populations of 25,000 or more, conducted by the Bureau of Labor Statistics in cooperation with the Federal Work Projects Administration. The first report from this survey, on hours of work of municipal firemen, was published in July 1940 *Monthly Labor Review* and reprinted as Bureau of Labor Statistics Serial No. R. 1141.

Salaries, hours of work, and vacation periods in police departments of North Carolina cities over 3,000 population, for year ending June 30, 1940. Raleigh, North Carolina League of Municipalities, 1940. 8 pp.; mimeographed. (Report No. 36.)

Commercial minimum wage scales, hours, and working conditions of subordinate unions of International Printing Pressmen and Assistants' Union of North America, September 1, 1940. Pressmen's Home, International Printing Pressmen and Assistants' Union, Tenn., 1940. 88 pp.

Wartime Labor and Industrial Conditions

Labor policy and defense production. New York, National Industrial Conference Board, Inc., 1940. 10 pp. (Studies in the economics of national defense, No. 8.)

Wartime conscription and control of labor. By Francis Hoague, Russell M. Brown, Philip Marcus. (In *Harvard Law Review*, Cambridge, Mass., November 1940, pp. 50-104.)

The article deals with measures for governmental control of labor in the United States and foreign countries. Experience in the United States up to the end of the World War and the tendencies in this respect since 1918 are reviewed, and the constitutionality of governmental labor control is discussed. One part of the article deals with foreign countries.

Problems and policies in industrial relations in a war economy—selected references. Princeton, N. J., Princeton University, Industrial Relations Section, November 15, 1940. 11 pp. (Bibliographical series, No. 62.)

Supplement to a bibliography of the same title dated May 1940.

War-time labor productivity. By E. C. Robbins. (In *Harvard Business Review*, Vol. 19, No. 1, New York, Autumn 1940, pp. 99-105.)

Advocates the development of grievance machinery acceptable to labor organizations, such as exists, for example, in railroad transportation, and warns against too arduous production schedules as interfering with the efficiency of workers.

America trains her industrial army. (In *Factory Management and Maintenance*, New York, November 1940, pp. 42-48; illus.)

Training plans for skilled and semiskilled labor needed for the defense program, which have been adopted by 6 industrial organizations, and one State plan, one town plan, and the program of the Federal Government, are described.

Industrial training for national defense [bibliography]. By Charles M. Mohrhardt. Chicago, American Library Association, August 1940. 12 pp. (The Booklist, Vol. 36, No. 22, Part 2.)

Aeronautic training for national defense. By Paul Howard. Chicago, American Library Association, 1940. 9 pp. (The Booklist, Vol. 37, No. 4, Part 2.)

This list of references was prepared as a supplement to the bibliography noted in the preceding entry.

Military training and jobs. By Lyle M. Spencer and Robert K. Burns. Chicago, Science Research Associates, 1940. 64 pp., illus. (Occupational monograph No. 17.)

The 7 sections of this pamphlet deal, respectively, with preparedness, our military forces, aviation, military service—the college of practical knowledge, the organization of our Army, how the Navy is organized, and advantages and disadvantages of military life.

Skilled workers for defense industries. By Charles S. Slocombe. (In *Personnel Journal*, New York, October 1940, pp. 120-158; November 1940, pp. 160-193; also reprinted.)

The study covers methods of obtaining sufficient skilled workers for defense industries. Methods of hiring, emergency and apprentice training, and selection of men to be trained, are among the subjects discussed.

Processes on which women are now at work in defense industries. Washington, U. S. Women's Bureau, October 1940. 5 pp.; mimeographed.

Women available for defense work. Washington, U. S. Women's Bureau, October 1940. 8 pp.; mimeographed.

General Reports

Labor in the Territory of Hawaii, 1939. By James H. Shoemaker. Washington, 1940. 244 pp. (House Doc. No. 848, 76th Cong., 3d sess.)

Report of a survey made by the United States Bureau of Labor Statistics. Summary data are given in this issue of the *Monthly Labor Review* (p. 24) and in the December 1940 issue (p. 1305).

Proceedings of the Governors' Conference, thirty-second annual meeting, June 2-5, 1940, Duluth, Minn. Chicago, Governors' Conference, 1313 East 60th Street, 1940. 178 pp.

Among the topics considered at the conference were problems of relief, civil service, land utilization, and national defense. One of the addresses gave the history of the Massachusetts Conciliation and Arbitration Board.

Statistisk aarboeg, 1940. Copenhagen, Statistiske Departement, 1940. 306 pp.

This statistical yearbook contains information on prices, wages, unemployment, strikes and lock-outs, employment service, social insurance, relief, labor unions, etc. Some of the figures are for early 1940 but most of them are for 1939 and earlier years.

The industrialization of Japan and Manchukuo, 1930-1940. Edited by E. B. Schumpeter. New York, Macmillan Co., 1940. xxviii, 944 pp.

This volume deals with population, raw materials, and industrial development of Japan and Manchukuo, with special emphasis on the past ten years.

Venezuela—a democracy. By Henry J. Allen. New York, Doubleday, Doran & Co., 1940. xix, 289 pp., map, illus.

Contains information on retail prices and cost of living in Venezuela in terms of U. S. currency; working conditions in the oil fields (housing, wages, profit sharing, mutual sickness-benefit scheme, union organization and activities, workers' education; public health service; and economic and social conditions).